



## **IMIHIHO EVALUATION FY 2014/2015**

By

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## Executive Summary

Rwanda has made remarkable progress towards achieving the goal of becoming a middle income country as reflected in the Vision 2020. This is evident in the significant socio economic transformation observed in the last decade throughout the implementation of EDPRS 1 and 2. Imihigo has demonstrated to be a planning and monitoring tool to not only deliver the EDPRS targets but also to sustain the momentum towards delivering the global and national development goals.

Every year both central and local government sign Imihigo/ Performance Contracts with His Excellence the President Paul Kagame. At the end of every fiscal year, a performance evaluation is also conducted to assess the performance achieved against Imihigo targets and identify gaps to inform potential improvements in Imihigo planning and implementation process.

The 2014/15 Imihigo evaluation intends to shed more light on the extent to which Imihigo are producing transformative outcomes as stated in the national development frameworks such as EDPRS, 7YG Program and Vision 2020.

Various techniques were used to collect information needed to respond to the evaluation questions. Evaluators audited all pledged targets through a thorough verification of support evidences of claimed achievements. During the audit particular attention was paid to the extent to which: District targets are aligned to District development priorities; planned outputs are achieved, the outputs have the potential for social and economic transformation; the solutions are innovative towards the outcomes; availability of supporting documents and the quality and accuracy of information provided, and the role of various partners. About 865 outputs were audited at District level with 52.6% from the economic cluster, 24.5% of the social development, and 22.8 % for the Governance and Justice cluster. At Ministerial level 392 outputs representing 50% of the total outputs were also assessed.

Results obtained reveal positive overall performance at both Central and Local Government. For the Ministries, the overall average performance of Ministries is estimated at 74.8% compared to 66.5% of the last year's Imihigo performance. The economic cluster scored high 74.4% compared to 64.9% of last year; while the social and governance and justice cluster scored 73.3% and 76.9% respectively.

The districts performances were obtained using a “Balanced Score Card” that takes into account the relevance of the set targets, the level of efforts required to deliver on the targets and the quality of the information supporting the reported level of achievement. The balanced score card also considered the findings from the audit, the satisfaction survey with members of District Council and Joint Development Action Forum (JDAF) and Citizen Report Card (CRC 2015) produced by the Rwanda Governance Board.

The findings from the districts evaluation show an overall average performance of 74.3% compared to 73.5% achieved last year (FY2013-2014). Significant improvement is observed in the economic cluster that scored 81.4% compared to last year's performance of 75.7%. This is mainly explained by the improvement and the magnitude in target setting especially in areas of the economic cluster. The observed performance in the social cluster is 75.5% compared to 72% of last year. However, a decline was noted in the performance of the Governance and Justice Sector which scored 66.2% performance level when compared to 73% previously achieved.

Overall, the results show that there has been a positive change in Imihigo target setting shifting towards Imihigo that are more transformative which in turn are converted into tangible benefits, services, and outputs that address the needs of citizens. Further, the results show an increased engagement of different partners through Public Private Partnership (PPP), increased citizen's involvement in implementation, and improved levels of citizen satisfaction in terms of service delivery.

Some of the key achievements from this year's Imihigo suggest that there has been more than 100,000 short term off-farm jobs created, more than 690,000 people have been provided with clean water within a range of 500m, more than 45,000 households accessed electricity, about 161 km of newly constructed roads and 1253km of roads rehabilitated, land consolidation of about 809573Ha (season A) and 571350 Ha (season B) which led to increased agricultural production, access to education and health facilities, improved nutrition, more than 25,000 cows were distributed through Girinka program towards graduation out of poverty, and financial inclusion through support of women and youth cooperatives in accessing small loans for their businesses.

Despite the positive progress observed, there are some areas that need further consideration in the next generation of Imihigo:

- (1) Improve the consultation during the preparation of Imihigo especially at community level to ensure that Imihigo customise the needs of citizens in order to cause more and sustainable impacts.
- (2) The role of citizens should be improved beyond providing their priority targets during the planning phase of Imihigo but also receive feedback on why certain priorities were either maintained or removed from the approved Imihigo performance contracts.
- (3) Improve coordination and a clear role definition for joint Imihigo (implemented by more than one partner or entity) to ensure accountability and responsibility.
- (4) Explore possibilities of limiting the number of Imihigo targets focusing on those with larger spill-over effects, that are more challenging, innovative, and transformative to

avoid setting soft Imihigo targets (have a clear demarcation between Umuhigo and routine activities in the Annual action plan).

- (5) Strengthen the planning and M&E framework for Imihigo performance contract to drive the implementation of the National development priorities as stated in the Vision 2020, 7 YGP, EDPRS2, Sector Strategic Plans, and District Development Plans.
- (6) Ensure strong follow up and execution of other planned activities within the annual action plan and unimplemented activities as per Imihigo performance contracts.
- (7) Ensure that Ministry targets are linked to targets at District level to enforce the bridge between the DDPs, Sector strategic plans and EDPRS2.
- (8) Ensure that Ministry targets are implemented within the timeframe set in the performance contract to avoid delays in the implementation of joint Imihigo at local government level.



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## Chapter 1: General Introduction

### 1.2. Overview of Rwanda Development Goals

Rwanda is now widely known for tremendous achievements in socio-economic transformation it has made since 2000. Guided by the Vision 2020, Rwanda aims to transform from a poor post-conflict to a thriving, socially inclusive, and middle income country by 2020. In order to achieve this objective, the Government of Rwanda has since 2002 introduced a series of national development frameworks such as the Poverty Reduction Strategies (PRSP) (2000), followed by Economic Development and Poverty Reduction Strategy, EDPRS 1(2007-2012) and EDPRS 2 (2013-2018). Compared to the period 2000, the estimated GDP per capita increased from \$226 in 2000 to \$718 in 2015. There was also a significant decline in numbers of people below the poverty line from 58.9% in 2000/1 to 44.9% in 2011/12 as well as improved food security (Ministry of Finance and Economic Planning, 2013).

The pursuit of the EDPRS2 objectives is guided by five main principles; the need to innovate and develop new initiatives and strategies, to continue investing in foundational areas such as education and health, while focusing on emerging priorities captured in the thematic areas, to promote inclusiveness of all development stakeholders at all levels inside and outside of government, the need to align the District Development plans and sector strategies, and finally the need to ensure that sustainability is built into all development programmes.

The EDPRS 2 objectives are achieved through different sector strategic plans and District Development plans. The course of its implementation calls for a number of development interventions both at central and local government levels in four thematic areas: (1) Economic transformation, (2) Rural development, (3) Productivity and youth employment, and (4) Accountable governance. The overarching goal of the strategy is a better quality of life for all Rwandans. This should be achieved through rapid economic growth of about 11.5% per year and a reduction of poverty to less than 30% (Ministry of Finance and Economic Planning, 2013). Further mid-term and end of period evaluations of EDPRS2 are planned through tracking of indicators, targets, and processes at national and district levels.

It is against this background that the Government of Rwanda drew on aspects of the country's own culture as part of result based management and home grown solutions in order to reconstruct Rwanda and nurture a shared national identity (African Development Bank, 2012). Imihigo is one of these home grown solutions. In ancient Rwanda, Imihigo consisted of publically setting challenging targets and committing oneself to their achievement. Generally, Rwandans resorted to this cultural practice when they sought to overcome a huge societal problem requiring voluntarism and commitment from an individual and an organized group or all citizens (Rwanda Governance Board, 2014). The community regarded such a commitment as an act of bravery and would expect committed individuals or groups to successfully achieve set objectives in an effective and efficient manner, whatever the purpose of "umuhigo".

Imihigo included an element of evaluation done through a public ceremony where the actors were given a chance to inform the community about their exploits. This ceremony called 'Guhigura Imihigo' is a praise ceremony, where successful contenders were publically eulogized for their bravery, or allowed to chant their bravery before the community leader, and the King at the highest degree, describing in lyrics all the stages and obstacles triumphed over (Rwanda Governance Board,



2014). A failure to respect commitment is an immense dishonor that brings shame not only on the individual but also on his or her community. If the challenger succeeded, all his or her community would gain respect and admiration from other communities. In a sense, individuals who are committed to Imihigo are bound to their own social group and their engagement can be seen as a “pact” between themselves and their community. Imihigo also encourages a competitive spirit among the challengers (Gonsior et al. 2015).

For several centuries, the system of Imihigo was the backbone of performance management in Rwanda. It was understood and used by the people for defining strategic goals and objectives, committing themselves to their fulfilment at the highest degree and reporting to the supervisor and the community. Performance rewarding included among others the appointment to senior positions, receiving cows and land grants, public praising, bravery recognition, respect, among others.

The impetus for continuous improvement informs Imihigo in their objective for fast-tracking, and domesticating, development priorities at central and local government levels. This enhances the performance evaluation to assess the extent to which Imihigo are responding to development challenges facing citizens of Rwanda in their respective communities. In this perspective, the local government is expected to engage with citizens from the planning phase, implementation, monitoring, and evaluation of progress and impacts made.

## **1.2. The Context of Imihigo**

Since 2006, *Imihigo* was introduced a performance management tool whereby most government ministers on behalf of their ministries and all the district mayors, and the mayor of the City of Kigali, on behalf of citizens sign a performance contract with His Excellence the President of Rwanda to deliver on set of agreed activity targets that need to be achieved and evaluated annually. The initiation of Imihigo was intended to accelerate the achievements of government development programmes and priorities therein national development frameworks. Imihigo comes as part of other Results Based Approaches (RBApps) whose main reason is to connect results to successive allocations of monetary and non-monetary incentives. Results refer in this case to the achievement of targets set on the output and expected outcome and /or impact level (Gonsior et al. 2015). Furthermore, the government decentralisation policy that was launched in 2000 required a greater level of accountability. The policy, therefore, had as its main objective to make public agencies and institutions more effective and accountable in their implementation of national programs and accelerate the socioeconomic development agenda. Thus, Imihigo fast-tracks levels of accountability of both central and local governments.

Under the above broad agenda, both ministries and districts are responsible for planning, implementing, facilitation, and evaluation of Imihigo. The planning ensures that national objectives of growth and poverty reduction as stated in macro-development frameworks are attained. While the implementation certify that all planned activities are executed as planned considering the promotion of equitable local development by enhancing citizen participation and strengthening the local government system, while maintaining effective functional and mutually accountable linkages between Central and Local Governments entities (MINALOC, 2012). This entails enhancing citizens’ participation, promoting the culture of accountability, fast-tracking and sustaining equitable local development as a mechanism to enhance local fiscal autonomy, employment and poverty reduction and enhancing effectiveness and efficiency in the planning, monitoring, and provision and delivery of services. The principle of subsidiary underpins the decentralisation policy, which is designed to ensure transparency and accountability for local service provision and delivery through citizen



participation in planning as well as civil society and faith-based organisations, the private sector and development partners.

Imihigo are used across the government as performance contracts to ensure accountability. All levels of government from the local district to ministries and embassies are required to plan and implement their Imihigo and to have them evaluated on a fiscal year basis. Further, members of the public service also sign Imihigo with their managers or heads of institutions. In this sense, Imihigo is a means to accelerate performance of Sector Strategic Plans (SSP) and the District Development Plans (DDPs). SSP and DDPs are designed on a five years length to contextualize EDPRS-2 priorities in order to address the needs of citizens. Both the central and local government are held accountable for meeting targets through the Imihigo performance contracts. However, knowledge about the extent to which Imihigo targets correspond to the Sector and DDP targets is needed to inform on the performance with regard to development goals. The performance targets are based on government priorities designed to drive forward the development process and achieve *Vision 2020*, 7Years Government Program, and EDPRS2.

While Imihigo has undoubtedly played a significant role in the development progress that has been achieved since 2006, previous evaluations and studies on Imihigo depict a number of concerns to be addressed (e.g. Imihigo Evaluation Report 2013-2014; Byamukama and Makonnen 2010; Gatari 2013; Scher 2010; Versailles 2012). These include lack of strong synergy between national priorities, local development plans and Imihigo due to some break downs in the planning chains, challenges in data gathering and design of clear indicators making somewhat difficult the tracking of progress towards the desired outcomes, and the need to show continuity that links past and present achievements in Imihigo to the future that leads to the outcomes intended from the national and district level development priorities. However, the consensus from the same studies is that Imihigo has demonstrated a best tool of performance management and an effective approach towards socio-economic transformation.

The 2013/2014 Imihigo evaluation (and those prior) brought some positive changes in terms of evaluation approaches and the levels of understanding of the concept of Imihigo planning and implementation. As result of previous achievements and the merits of Imihigo approach, other development partners are increasingly using various types of Results Based Approaches such as the Department for International Development (DFID) in the domain of education and health; the World Bank is using the Program for Results (P4R) in the domain of governance ( under the grant project “ Rwanda Urban development Project) as well as in the agriculture sector ( under the Program- For-Results Support operation for transformation of agriculture sector).

In order to maintain the momentum of Imihigo gains and improve its Planning, Monitoring and Evaluation system; the office of the Prime Minister has once again commissioned the Institute of Policy Analysis and Research (IPAR-Rwanda) to conduct an independent evaluation of the 2014/15 Imihigo for central and local government. The overall aim is to assess the progress made against Imihigo targets and also identify potential gaps to inform and advise on the overall process.

The remainder of this report is organized as follows: Chapter 2 gives some insights from the existing literature on the planning and implementation of Imihigo. In Chapter 3 we describe the methodology used for this 2014/2015 Imihigo evaluation. Chapter 4 presents the results from the evaluation of the Ministries and Rwanda Development Board for the economic, social development, governance and justice clusters. In Chapter 5 we present the results of Imihigo evaluation at local government level

plus the City of Kigali with focus to the planning and implementation of Imihigo at District level. The last Chapter 6 gives some concluding remarks and policy recommendations to inform on the next generation of Imihigo process in Rwanda.

## **Chapter 2: Planning and Implementation of Imihigo**

### **2.1. Goal Setting and Performance**

A well-established evidence from the literature on goal setting is that a specific and challenging goal improves performance (e.g. Locke and Latham, 2002). The assignment of a goal positively, and directly, impacts performance in three ways: by directing attention towards goal relevant activities, by motivating greater task relevant effort, and by increasing persistence with which goal relevant effort is exerted (Locke and Latham, 2006). In addition, the presence of a goal can indirectly affect performance by leading to the discovery and use of task relevant knowledge and strategies (Latham and Locke, 2007).

Goal commitment, defined as an individual's determination to try, or keep trying, for a goal is a critical antecedent to goal attainment (Klein et al., 2001, Meyer et al., 2004). Commitment to a goal is necessary to observe the positive effects of goals on performance (Locke and Latham, 2002). Goal setting research demonstrates that the relationship between goal difficulty and high performance is stronger as the commitment to the goal increases (Klein et al., 2009). However, this observation is limited to settings where the difficult goal is still perceived by individuals as attainable (Locke et al., 1998). If a goal is perceived by individuals to be too difficult or impossible to attain, they are less likely to commit to it (Klein, 2001). Indeed, in order to observe the positive relationship between difficult goals and performance, the goals assigned must be difficult, yet attainable.

### **2.2. Planning Process of Imihigo at National and Local Government**

Districts' performance contracts are strongly linked to Rwanda's planning process (Versailles, 2012). As previously indicated, the Rwanda's planning system is informed by the national long term vision (vision 2020) and reflected in the medium term strategy (EDPRS1&2), the 7 Year government plan and in the annual action plans and performance contracts (Imihigo). The planning process contains, on one hand, top-down elements in form of national long-term strategies and policies, which have to be incorporated. On the other hand, it contains bottom-up elements, which reflect the needs and priorities as expressed by citizens.

Some challenges remain for the planning process: the alignment of local and national priorities, the people's way of thinking about development, the role of partners and low capacities. Planning at the district level is based on five year District Development Plans (DDPs), which are developed by the districts in consultations with Ministry of Local Government (MINALOC) and Local Administrative Entities Development Agency (LODA). The DDPs establish the link between local priorities and national priorities as reflected in the current EDPRS2 and Sector Strategic Plans (2012/13 to 2017/2017). DDPs are disaggregated into Annual Action Plans (AAP), a set of activities supposed to be realized within a fiscal year, from which Imihigo targets are extracted (Chemouni, 2014).

In practice, Ministries and the districts select activities based on the government's three priority areas also known as the three pillars: economic development, social welfare and governance including justice. Targets in each of these clusters are set in line with priority areas identified in the SSP and DDPs as well as outcomes intended to achieve national development goals contained in EDPRS2. A number of consultations are held between the central and local government on one hand, and between local government and the citizens on the other hand in order to decide on key priority areas which in



turn form the basis of Imihigo contracts. The Quality Assurance Technical Team (Presidency Office, Prime Minister's Office, MINALOC and MINECOFIN) has the task to check the alignment with and the contribution to national targets, especially for long-term development goals, like poverty reduction. After the Quality Assurance Technical Team approves the Imihigo contract, the Ministers, Mayor of the City of Kigali, and District Mayors signs the finalized Imihigo contract with His Excellence the President. After the signature the contract cannot be revised and the implementation starts.

### **2.3. Financing of Imihigo**

Allocating the budget to all planned activities is a crucial part of settling for Imihigo targets. The budgeting process for the sub-national level and ultimately for Imihigo is guided by Rwanda's Fiscal Decentralization Strategy (FDS) which is part of Rwanda's efforts to improve PFM (Gaynor, 2014). The FDS has been developed by the government in order to guide the implementation of the Fiscal and Financial Decentralization Policy (Ministry of Local Government, 2012). Including the districts' own revenues, more than 30% of the state's resources are channelled through the district. Intergovernmental fiscal transfers can broadly be categorized into six sources: own revenues of the district, earmarked transfers, block grants, transfers from LODA, contributions by development partners, and borrowing.

First, districts are allowed to collect local revenues from specific sources, such as market fees (Keijzer and Janus, 2014). Own revenues collected by the districts are generally low and only represent between 5-20% of their budgets (Ministry of Local Government, 2012). Revenue collection remains low although mechanisms for districts have been implemented to fully exploit their potential in generating own revenues. The portion of own revenues in each of the districts' budget varies significantly. This variation largely reflects the economic potential of the regions and the resource base (Ashoff and Klingebiel, 2014): urban districts have higher local revenue collections than their rural counterparts. Therefore, urban districts have higher financial means to fund.

Second, the central government provides most of the local expenditures in form of earmarked transfers.

Third, these transfers are allocated towards specific purposes, typically associated with a sector (Keijzer and Janus, 2014). A significantly smaller proportion of district expenditures are transferred directly from the national treasury to sub-national levels of government in form of block transfers. They are not earmarked and aim at financing (recurrent) expenditures for salaries of civil servants (Klingebiel and Mahn, 2014).

Fourth, another source refers to transfers from the government agency LODA for investments for infrastructure on the local level, such as feeder roads. LODA distributes these transfers according to a pre-defined allocation formula which is composed of aspects on the districts' surface area, population and poverty level.

Fifth, the other source relates to contributions by development partners either to the districts directly or channelled through LODA. The Rwandan Aid Policy emphasizes the importance of direct contributions by development partners to the districts being on budget and thereby being channelled through LODA.

Lastly, although borrowing at district level (up to a district specific ceiling), the sixth source, is allowed, it is not done frequently.

## 2.4. Implementation of Imihigo

The general concept is to implement all planned Imihigo activities during the fiscal year to create progress in achieving development goals and to cause an impact and improve the quality of life of people living in a district. The implementation of a Ministry targets is done by the Ministry and district's targets are executed by the District and other sub-district level entities namely the sector (*Umurenge*), the cell or even the household. Thus, for fully implementing a target, all decentralized levels need to work together (example: a target like 100% health insurance must start on the family level).

During the implementation certain aspects play a crucial role: the contributions of the population and funding gaps, the collaboration with partners as well as unexpected events during the implementation process. Motivating the population to participate in the implementation of Imihigo activities is generally no challenge, especially when they foresee the direct benefits out of pledged activity targets (i.e. contributing in the construction of schools, so that their children can attend school; land use consolidation so that they can increase their crop production). To assure the continuation of the contributions of the population, the mobilization of the population by the district has to be high. Therefore, the districts and other administrative entities need to motivate their citizens and discuss with them the choice and the progress of Imihigo targets.

It is clear that the participation and contributions of citizens, but also of other stakeholders working in a sector or a district, are crucial, because this is one of the major reasons for failure or success of implementing an activity. It is also one indicator for the quality of the relationship between authorities and citizens. Trust, honesty (*ubunyangamugayo* or *ubupfura*) and the shared notion of mutual assistance (*'umutima wo gufashanya'*) are the collaterals of the relationship between authorities and citizens (Bizoza, 2011). If there is no trust between district's authorities and the population and no commitment of the population towards Imihigo, mobilization will be difficult. To implement Imihigo activities, three forms of community involvement exist (Gonsior et al, 2015). First, the central government combines direct poverty reduction strategies such as *Ubudehe*, and Vision 2020 *Umurenge* Program (VUP) with the achievements of Imihigo.

The second form of community involvement is *Umuganda*, meaning a regular participation in community work in the neighbourhood on the last Saturday of a month or - as part of special-*Umuganda* -doing community work for a specific target. The third form of community involvement relates to the financial and non-financial contributions of the population. They are a key aspect for the implementation of Imihigo, and they furthermore strengthen ownership of an activity.

The role of the central government during the implementation is mainly based on financial contributions. First, the central government provides the funds for Imihigo activities through the annual allocation of budget by LODA. Secondly, for specific Imihigo targets given to the district by central government, it provides funds for construction materials, i.e. for the construction of teacher hostels.

The second aspect that plays a crucial role relates to the implementation by partners. Not only the population contributes to the achievement of Imihigo targets, but also other local stakeholder can get involved, like members of Joint Action Development Forum (JADF) or other private sponsors like cooperatives. However, sometimes district officials perceive the collaboration with partners challenging. For district officials, the alignment of their and their partners' fiscal year is often described as challenging. Varying fiscal years could lead to a delayed arrival of funds which possibly influence the timely implementation of certain activities.

The third aspect that plays a crucial role for the implementation of Imihigo activities relates to external factors and emergencies. Throughout the implementation process unexpected emerging problems and external factors could occur. District officials often perceived those to be out of their reach and difficult to control. For example, climate change was perceived as one external factor influencing the achievement of Imihigo targets. Taking these risks into account during planning and implementation seems challenging for district officials.



## **Chapter 3: Evaluation Design and Used Methods**

### **3.1. Objectives of the evaluation**

The overall aim of the 2014/2015 Imihigo evaluation is to assess the performance achieved during this fiscal year against Imihigo targets and identify gaps encountered in the process of Imihigo for all central and local government that signed performance contracts with His Excellence President Paul Kagame. Specific objectives of this evaluation comprise:

- 1) evaluate the extent to which the 2014/15 Imihigo targets have been achieved and identify the performance gaps that need to be addressed.
- 2) identify the drivers of successful implementation of Imihigo in central and local government. ;
- 3) assess the extent to which Imihigo targets are contributing to improved livelihood of ordinary Rwandans. ;
- 4) identify areas of improvement for developing and implementing Imihigo so that they provide more robust, result based, and sustainable management system (account for Relevance, Effectiveness, Efficiency, Utility, Sustainability, Timeliness and Spill-over effects/impact).

The central question that guided the evaluation process is to assess the extent to which - the 2014-2015 Imihigo targets have been achieved and whether they produce transformative outcomes for the citizens. In order to answer this broad evaluation question four specific questions to guide the evaluation were drawn: What has been the level of achievement against 2014/15 Imihigo set targets at central and local government? Are Imihigo addressing the national and district development priorities as stated by national and sub-national development frameworks (e.g. EDPRS, 7 YGP, and Vision 2020, and District Development Plans)? What is the perception of the communities on the expected outcome from implemented Imihigo? How are cross cutting Imihigo being coordinated in terms of planning and implementation.

### **3.2. The Evaluation Approach**

The overall evaluation approach is participatory as it integrates views of policy makers/local government officials, development partners, and citizens on their role in the Imihigo process (planning and implementation). In addition to the review of literature on national development planning frameworks, the 2014/15 Imihigo evaluation approach consisted of audit of Imihigo achievements, interviews with key central government officials, focus group discussions with members of district committees (the executive, district council, and members of the Joint Development action Forum), interviews with the City of Kigali committees, focus group discussions with citizens, and spot-checks of sampled targets for counter verification at field level.

### **3.3. Evaluation at the Central Government**

The evaluation at the central level covered 18 government ministries and the Rwanda Development Board (RDB). At this level, 50% of outputs under each outcome were randomly selected in each Ministry and RDB to assess the level of performance. The underpinning assumption is that the performance in sampled outputs will reflect the overall tendency of the sector/ Ministry performance.

Table 1 below summarises the total number of outcomes, sampled outputs and targets per Ministry and RDB covered during this evaluation.

**Table 1. Estimates of sampled Imihigo outputs and targets per outcomes at Ministerial level**

Ministry of:	Outcomes	Outputs	Targets
Agriculture and Animal Resources	5	22	38
Local Government	10	30	68
Trade and Industry	3	20	23
Infrastructure	19	44	62
Youth and ICT	5	16	16
Natural Resources	5	17	36
Finance and Economic Planning	4	35	41
East African Community	6	16	17
Education	7	37	37
Health	5	25	25
Public Service and Labour	4	18	18
Sports and Culture	3	25	27
Gender and Family Promotion	4	16	21
Foreign Affairs and Cooperation	6	16	23
Defence	4	9	26
Disaster management and Refugees Affairs	8	10	28
Internal Security	6	10	38
Justice	5	8	37
Rwanda Development Board	5	18	25
Totals	114	392	606
Average	6	21	32

Source: Ministries' Imihigo Templates (2014/15)

At central level, evaluators also held interviews with senior ministry officials (such as Permanent Secretary and the Director General of Planning) in selected ministries. The interviews covered areas such as the Imihigo planning versus national development priorities<sup>1</sup>, the implementation process, monitoring and evaluation and areas for further improvement. The interview guides were designed to cover the views on the planning and implementation of FY 2014-2015 Imihigo. The outcomes, outputs, and targets are presented in line with the three main clusters namely economic, social and governance and justice cluster.

### 3.4. Evaluation at District Level

All 30 districts and the City of Kigali were evaluated and covered all the 2014/15 Imihigo pledged targets. This was done through a thorough verification of support evidences of claimed achievements. Verification notes were provided for each pledged target to help evaluators appreciate the reported achievement and to generate performance scores. During the audit particular attention was paid to the roles and responsibilities of different partners involved, the sources of funding and the challenges

<sup>1</sup> As reflected in the EDPRS 2, the 7Y Government Program, the resolutions of the December 2013, National Dialogue Council, Presidential pledges and the 2014 Government Leadership Retreat.

encountered during the implementation. At this stage evaluators also assessed the availability of supporting documents and the quality and accuracy of information provided. About 865 outputs were audited with 52.6% from the economic cluster, 24.5% of the social development, and 22.8 % for the Governance and Justice (see Table 2).

In the focus group discussion with the district committees (Executive, Council and JADF) discussions focused on the extent to which district targets are aligned with District development priorities; whether planned outputs were achieved and have the potential for socio economic transformation.

**Table 2. Estimates of Imihigo outputs and outcomes per province**

Province/ City	Outputs Per Cluster				Targets Per Cluster			
	Economic	Social Development	Governance and Justice	Total	Economic	Social Development	Governance and Justice	Total
City of Kigali	41	40	38	119	95	75	51	221
Southern	132	49	43	224	326	97	111	534
Northern	92	49	36	177	223	75	56	354
Eastern	118	51	51	220	305	94	76	475
Western	72	23	30	125	283	63	78	424
Total	455	212	198	865	1232	404	372	2008
% weight	52.60	24.5	22.9	100	61.4	20.1	18.5	100

Source: This Evaluation (FY 2014-2015)

The evaluators conducted 5 focus group discussions per District which comprised of the District Executive Committee (DEC), the District Council (DC) and the Joint Development Action Forum (JDFAF) and 2 Focus Group Discussions were conducted with citizens (male and female) in communities that benefited from sampled imihigo targets. In total 150 FGDs were conducted across all districts to gain their perceptions on the intended outcomes on the implemented imihigo.

The discussions at District level evolved around questions whether Imihigo targets respond to district priorities as set in the DDPs, what challenges accounted during the planning and implementation of Imihigo and how the coordination is made along Imihigo process, how the citizen's participation was factored in Imihigo, and what changes intended in the course of socio-economic transformation of the District. In addition, evaluators paid field visits for spot-check verification of claimed achievements. A total of 545 Imihigo targets (about 27% of total targets audited) were spot-checked making an average of 18 spot-checks per District.

Further, a mini satisfaction survey was conducted to gather information on Imihigo process among members of the District Council and Joint Development Action Forum (JDFAF). This was complemented by the 2015 Citizen Report Card (CRC) results produced by Rwanda Governance Board (RGB). The overall goal of this survey is to get feedback from individuals and communities on quality of service received and performance of service providers in public sectors. The survey is intended to provide the quantitative assessment of the quality of service in each district and qualitative appreciation of opinion leaders putting into consideration all clusters under consideration (RGB, 2015). Views of this CRC by RGB were obtained from 10,998 households from 733 villages across the country with an average of 15 households per sample village. The following Figure (1) depicts the process of data gathering for the purpose of this evaluation.



**Figure 1. Data Collection framework**



### 3.5. Scoring of Imihigo Outputs at District Level

This evaluation uses a “Balanced Score Card” in scoring performance of each target (Umuhigo) at District level. Two major set of criteria were used to measure the performance against targets. The first set of criteria focuses on “relevance and linkage of each Umuhigo to national development priorities” with a 80% weight. At this stage, a three scale range (minimal, moderate, and greater) was used to assess the relevance of each Umuhigo target (see table 3). The second set of criteria assesses the availability of the documentation and the quality of information supporting the reported level of achievement and this counted for 20% weight (See Table 3). The total score obtained from the above 2 set of criteria counted for 85% of the overall score for each district. The remaining 15% was structured as follows; 5% was attributed to the mini satisfaction survey with the district Council and JDAF and 10% to the 2015RGB’s Citizen Report Card (CRC)

Each District is evaluated independently in respect to its own set targets and achievements. This implies that a District’s performance on targets is not a result of a comparison with other districts performances on similar targets. There are three scenarios possible in this case; a district may achieve its Umuhigo beyond, bellow, or equal to the anticipated level. The notes taken during the audit helped to clarify each of the reported achievement status. However a comparison between findings from the spot checked activities and the level of the achievements reported (contained in the provided supporting documents) helped generate an average adjustment coefficient factor as demonstrated below.

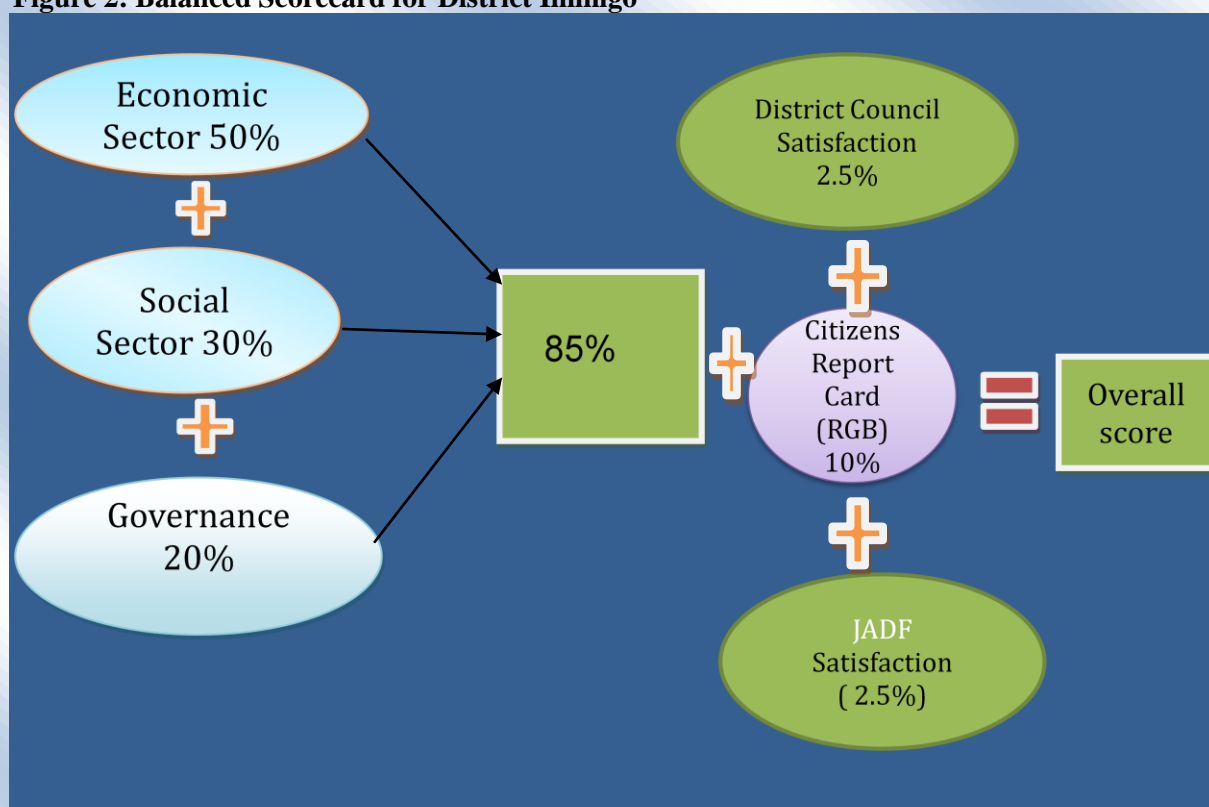
*Adjusted Level of Achievement = Observed Level of Achievement – Coefficient of adjustment*

Coefficient of adjustment can be computed as  $\lambda = \frac{\sum e_i}{n}$ ; where  $e_i$  is the margin error observed during the spot-checking of sampled targets for each District ( $i$ ),  $n$  the total number of spot-check made for each District. This implies that each District has its own adjustment factor that varies around 2.5 to 5% giving an acceptable level of confidence of 95% commonly used in Social Sciences.

**Table 3. Criteria for weighting Imihigo at District level**

Criteria	Range in (%)	Explanatory notes
<b>Extent to which Imihigo Contribute towards achieving national Development Agenda (80%)</b>		
Minimal	1-20	Minimal contribution to DDP, 7YGP, EDPRS priorities, requires negligible efforts, can be classified as a routine activity, can be achieved in short period with minimal resources, and does not require specific skills and capacities.
Moderate	21-50	Moderate or reasonable contribution to DDP, 7YGP, EDPRS priorities, requires reasonable efforts (time, financial resources, special skills, mobilization).
Greater	51-80	Greater contribution to DDP, 7YGP, EDPRS priorities, requires significant efforts (time, financial resources, special skills, mobilization)
<b>Availability of the documentation and quality of information provided (20%)</b>		
Poor documentation and poor information	0-4	Provided documentation is insufficient or no supporting documents.
Partial documentation but with quality information, Relationship between measurement( indicator or target) and the actual achievement reported	5-12	Fair part of the documentation is provided with quality information.
Full required documentation and quality information, Counter verification (M&E)	13-20	Relevant documentation is available and provide quality information

**Figure 2: Balanced Scorecard for District Imihigo**



### 3.5. Quality Control Measures and Ethical Considerations

Each research projects requires quality assurance measures. Apart from in-house quality assurance mechanisms, IPAR-Rwanda closely collaborated with the Technical Committee and the Steering committee both facilitated and chaired by the Prime Minister's Office. During these sessions, all aspects of the methodology were plainly discussed and proposed adjustments and adaptations during the inception phase were taken into consideration. Training sessions were organized for all researchers involved before the data collection phase. At the field level, IPAR's supervision team ensured a daily systematic check of the information gathered by research assistants.



## Chapter 4: Imihigo Evaluation Findings at Ministries Level and RDB

The planning of Imihigo is strongly linked to Rwanda's planning process. As already indicated Imihigo process contains both top-down and bottom-up elements. Top-down elements comprise national long-term strategies and policies, which have to be incorporated. On the other hand, the bottom-up elements reflect the needs and priorities of citizens (Gonsior et al, 2015). At central level the planning process is based mainly on EDPRS 2 and Sector Strategic Plans (2012/13-2017/18). For the sake of this evaluation Ministries and RDB have been grouped in three clusters: the economic development cluster, the social development cluster, and the governance and justice cluster.

### 4.1. Economic Development

The economic development cluster is made of Ministries that fall under EDPRS2 thematic areas of: economic transformation, rural development, productivity and youth employment and part of the cross cutting issues. These include: Ministry of Finance and Economic Planning (MINICOFIN), Ministry of Agriculture and Animal Resource (MINAGRI), Ministry of infrastructure (MININFRA), Ministry of Natural Resources (MINERENA), Ministry of Youth and ICT (MYICT), Ministry of Trade and Industry (MINICOM) and RDB.

There is need of a clear and consistent design and delineation of Imihigo that are solely under the responsibility of a given Ministry and those that are cross-cutting for a well determined responsibilities along the value chain of Imihigo process. However, although some ministries contribute to the same outcome their Imihigo targets are different. For example accelerated growth of exports is a cross-cutting outcome involving MINAGRI, MINICOM, and MINERENA. For this particular year of evaluation, the focus for the Ministry of Agriculture is on increased coffee production and increased production of refined pyrethrum. While the focus for MINICOM is on raw material supply agreements between farmers and processors, and establishing cross-border markets and trade logistics centers. For MINIRENA the interest for this FY2014-15 is on increasing mineral productivity and value addition technologies to wood and non-wood forest products. The following Table depicts the outcomes per each Ministry.

**Table 4. Ministry Outcomes: Economic Cluster**

Ministry of :	Expected Outcomes 2014/2015
Finance and Economic Planning	Increased private sector investment and financing Improved resource base Availability of critical skills for service and industrial sectors Strengthened accountability
Agriculture and Animal Resource	Increased Productivity and sustainable agriculture Accelerated growth of exports Increased private sector investment and financing Enhanced food security and nutrition Strengthened Institutional Capacity
Infrastructure	Improved and sustained quality of road network Construction of Roads to support private sector development Provide Studies and Framework for the development of Inland Water Transport and

Ministry of :		Expected Outcomes 2014/2015
Natural Resources		Railway Projects
		Develop OSBP for transformed logistics system with a strategic focus on exports and re-exports
		Funding of Road Maintenance Projects
		Modernize Airport Infrastructures and Services
		Grow and Expand RWANDAIR Business and Operations
		ONATRACOM Restructuring
		Increase access to electricity from 450,000 to 500,000 connections
		Increase electricity generation from the current 119.5 MW to 196 MW and diversification of energy sources
		Increase access to safe drinking water from 75.2% to 78% by June 2015
		Improved Sanitation
		Construction of Public buildings
		Infrastructure for CHAN 2016 provided
		Housing Policy Housing Program Developed
		Housing and Urban Planning Policies Implemented
		Managed increase in urbanization through development of secondary cities and support to districts
		Perform Monitoring and Evaluation of projects and capacity building
		Elaborate Policies, strategies and revise legal framework for all infrastructure sectors
		Improved Land Rights and Land Administration through Optimized Land Utilization and Improved Land Administration Systems
Youth and ICT		Increased level of Green Investments through Improved Environment Management and reduction of Vulnerability and Climate Change impacts
		Increased productivity and sustainability of agriculture through Integrated Forestry, Land and Water Resources Management
		Accelerated Growth of Export through Value addition to Mining and Forestry Resources
		Increased entrepreneurship and businesses development
		Availability for critical skills for services and industrial sectors
Trade and Industry		Increased employment in off-farm sector
		Changing attitudes to work
		Improved Public Service delivery
		Accelerated growth of exports: Value of exports of goods and services
Rwanda Development Board		Increased private sector investment and financing
		Increased entrepreneurship and business development
		Increased Private Sector Investment and financing (private Sector investments to GDP from 11% to 22%): EDPR II – Economic Transformation
		Accelerated growth exports (Exports of goods and Services to EAC and rest of the world to grow at 28% p.a): EDPR II – Economic Transformation
		Increased entrepreneurship and business development (EDPRS II – Productivity and Youth and Employment T.A)
		Availability of critical skills for service and industrial sectors (EDPRS II - Productivity and Youth and Employment T.A)
		Improved Service Delivery ( with a special focus on both the public and private sectors)(EDPRS II- Accountable Governance T.A)

The above outcomes reflect the EDPRS objectives and priorities of economic transformation and rural development. The economic transformation aims at sustaining rapid economic growth and facilitating the process of economic transformation through increased internal and external connectivity of Rwandan Economy. It is anticipated that this will be achieved through improved infrastructure, exports, more integrated supply chains, while meeting demand in energy sector, planting the seeds of a green economy, and better managing the process of urbanization (MINECOFIN, 2013). For Rural development, the EDPRS 2 objective is “sustainable reduction of poverty through broad-based growth across sectors in rural areas by improving land use, increasing the productivity of agriculture, enabling graduation from extreme poverty, and connecting rural communities to economic opportunity through improved infrastructure” (MINECOFIN, 2013).

The major concern is the extent to which Ministries Imihigo targets are linked with the EDPRS2 monitoring matrix. Table 5 below depicts a sample of EDPRS2 outcomes linked to the above Ministerial outcomes and targets in order to learn how annual Imihigo targets fuel achievements in EDPRS2 targets. The EDPRS2 runs from 2013 to 2018. Information from two consecutive Imihigo Evaluation (2013/14 and 2014/2015) as well as other secondary data are used to showcase this linkage. As indicated in Table (5) below some areas especially the Infrastructure sector still require considerable efforts to achieve the intended targets. Therefore, the necessity and urgency in this area needs to be translated in the setting and implementation of Imihigo.

**Table 5. Progress in Sample Indicators in Economic Transformation and Rural Development pillar**

EDPRS2 Outcome/ Imihigo Outcome	Outcome/ Indicator	Units	Base line 2012	2015/16 Target	Achieved 2014/2015	Gap 2015/ 16	
Increased Generation	Electricity	Electricity generated	Mega Watts	110	349	160.08	(-188.92)
Increased access to basic Infrastructure for Rural Households		Households within 500m of an improved water source	%	72.4	85	75.3	(-9.7)
Increased Private Sector Investment and Financing		FDI/GDP ( Inflows/GDP)	% Value M\$US	2.3 (160)	3.5 (342)	3.9 (803.9) (2013)	(+0.4)
		Private Investment /GDP	% Value M\$US	10 (693.5)	13 (1,253.7)	27.9	(+14.9)
		Credit to the Private Sector /GDP	%	15.6	18	16.8	(-1.2)
Increased and Agriculture	Productivity and Sustainable	Area under irrigation (Marshland and Hill side)	Ha	25490	34,196	35560	(+1360)
Increased Entrepreneurship and Business Development		New SMEs registered annually	No.	9000	13500	15013	(+ 1513)

Source: REG, 2015; BNR (2015), RDB (2015), Establishment Census, 2014; EDPRS2 Monitoring Matrix



## 4.2. Social Development Cluster

The social development cluster focuses on foundational and cross-cutting issues such as education, health, food security and nutrition, demographic issues, environment and climate change, and gender and family promotion. The ministries whose mandates respond to the above issues are the Ministry of Education, the Ministry of Health, Ministry of Gender and family Promotion, Ministry for disaster Management and Refugees Affairs, ministry of Sports and Culture, Ministry of Labour. Table 6 below presents the expected outcomes for each Ministry under this cluster.

**Table 6. Ministry Outcomes: Social Development Cluster**

Ministry Of :	Expected Outcomes 2014/2015
Education	<p>Improved access to school readiness programmes by 2017/18, while expanding access to three-years of early learning for three-to-six-year olds</p> <p>Improved quality and learning outcomes across Primary and Secondary Education</p> <p>Increased equitable access to education for students with special educational needs within mainstream and special schools</p> <p>Increased equitable access to 9 years of basic education for all children and expanding access to 12 years of basic education</p> <p>Equitable access to relevant, high demand driven TVET programmes</p> <p>Increased access to Adult Basic Education to improve Adult Literacy and Numeracy</p> <p>Equitable access to affordable, relevant, academically-excellent HE, that also delivers quality research outputs</p>
Health	<p>Availability, accessibility and utilization of Maternal Health and Child health services improved.</p> <p>Quality of services offered by public and private health facilities improved.</p> <p>Geographical and financial accessibility to Health services improved</p> <p>The burden of communicable and non-communicable diseases reduced among Rwandan population</p> <p>Ensure universal availability and accessibility of drugs and consumables</p>
Gender and Family Promotion	<p>Gender mainstreaming and accountability enhanced/institutionalized</p> <p>Increased off farm Jobs through Women Economic empowerment and skills development</p> <p>Improve Family welfare and fight against GBV</p> <p>Children's rights protection</p>
Disaster Management and Refugee Affairs	<p>Implemented Cessation Clause (Cessation Clause implementation strategy adopted by the CM)</p> <p>Improved sustainable reintegration of returnees to reduce impact on extreme poverty (SPS )</p> <p>Mainstreamed DRR and Disaster Management in all priority sectors (HFA/EDPRS/SPS)</p> <p>Improved sector preparedness and mitigation to reduce disaster risks (climate-related, natural and man-made disasters) (SPS 6 HFA)</p> <p>Enhanced Disaster Awareness (EDPRS II , SPS)</p> <p>Established Early Warning System for Hydro-Meteorological hazards (EDPRS II, 7YGP)</p>

Ministry Of :	Expected Outcomes 2014/2015
	Ensured effectiveness of Disaster response and recovery ( EDPRS II: SPS6 7YGP)
Ministry of Sports and Culture	Sports and leisure promoted and developed Cultural Heritage Protected, Developed and Promoted Genocide memory preserved and genocide ideology prevented
Ministry of Public Service and Labor (MIFOTRA)	Improved Public Service Delivery Increased employment in off- farm sector Provided a conducive working environment in Public and Private Sector Enhanced Public Finance Management

Linking the EDPRS Monitoring Matrix and the Imihigo targets, the following Table (7) depicts that the gap in equitable access to education is 14.7% and 12.1% for girls and boys, respectively. The transition from primary to lower secondary and from lower secondary to upper secondary (girls/boys) is 14.7%/12.1% and 15.2%/ 5.4% in the same order. Current trends in the health sector are more than the expected status in 2015/16 for the infant mortality rate (+4/1000), birth taking place in health facilities (+17%), and maternal mortality (+134/100,000). The child mortality rate for children under five is now estimates at 50/1000 as anticipated for 2015/16. Imihigo contracts for the Ministry of Education need to take into account these gaps if the expected targets are to be achieved within the period of most of the sector strategic plans (2012/13-2017/2018).

**Table 7. Indicative EDPRS2 Monitoring Matrix in Social Development**

EDPRS Outcome / Outcome	Outcome Imihigo	Indicator	Units	Base line 2012	2015/16 Target	Current Achievement 2013/214	Gap 2015/16
<b>Equitable access to 12 Years Basic Education</b>		Transition from primary to lower secondary ( girls/ boys)	Percent	84.9/87.7	87/87	72.3/74.9 (2014)	(-14.7/-12.1)
		Transition from lower secondary to upper secondary /Girls/Boys	Percent	97.9/94	96/96	80.8/90.6 (2014)	(-15.2/-5.4)
<b>Improved education quality and learning outcomes across all levels of education</b>		Pupil: qualified teacher (Primary)	Ratio	62:1	52:1	61:1 ( 2014)	(-9)
		Pupil: qualified teacher ( Secondary)	Ratio	34:1	32:1	30:1	(-2)
<b>Reduced Infant Mortality</b>		Infant mortality rate	/000	50 (2010)	28	32 (2014/2015)	(+4)
<b>Reduced Maternal Mortality</b>		Birth taking place in health facilities (HC:DH)	%	63(2011)	74	91 (2014/2015)	(+17)
		Maternal Mortality rate	/100,000	476	268	134 (2014/2015)	(+134)
<b>Reduced child mortality</b>		Under five mortality rate	/000	76	50	50 (2014/2015)	(0)

Source: MINEDUC (2014); DHS (2014-2015)

### 4.3. Governance and Justice Cluster

The EDPRS 2 objective of the governance cluster is to ‘enhance accountable governance by promoting citizen participation and mobilization for delivery of development, strengthening public accountability and improving service delivery. The priority areas comprise citizen’s participation in delivery of development and strengthened public accountability and quality service delivery. This objective is implemented by the Ministry of Local Government (MINALOC), Ministry of Internal Security (MININTER), Ministry of Justice (MINIJUST), Ministry of Foreign Affairs and Cooperation (MINAFET), and the Ministry of Defence (MINADEF). The following Table (8) depicts the outcomes anticipated in the Governance and Justice cluster.

**Table 8. Ministry Outcomes: Governance and Justice Cluster**

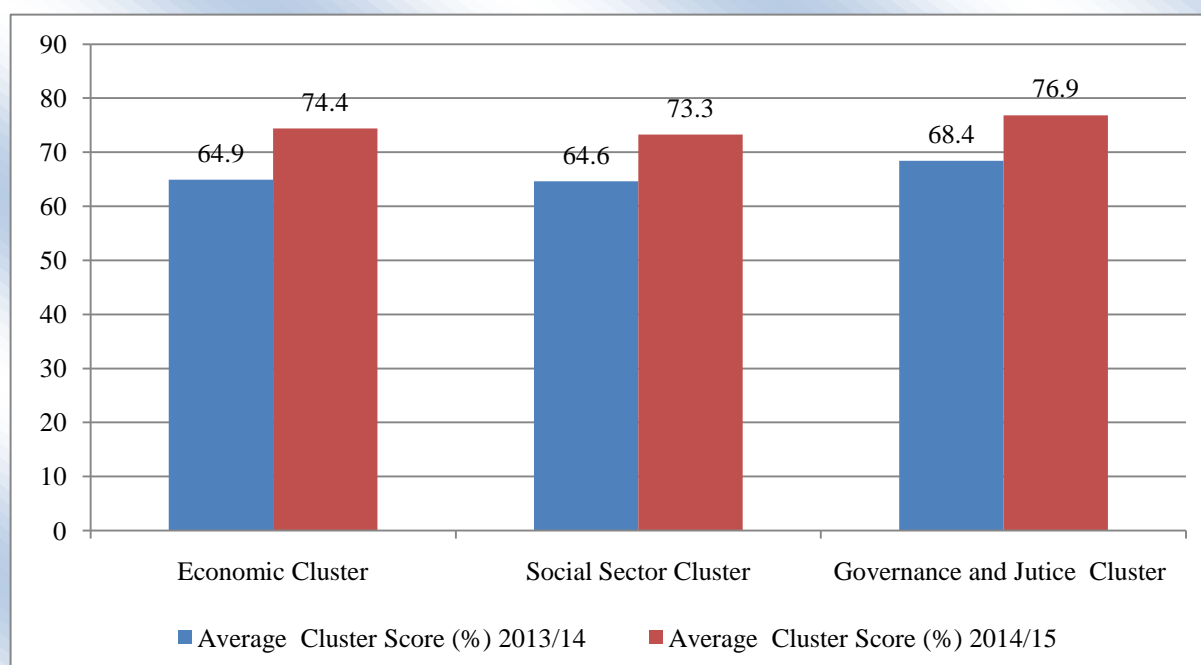
Ministry of		Expected Outcomes 2014/2015
Local Government (MINALOC)	Government	Improved Public Service Delivery
		Improved Public Accountability and Democratic Governance. Increased Citizen Satisfaction Participation in planning process and solving their own problems. Enhance Media Performance to Facilitate Development. National Values, Ethics and National Service Promoted.  Increased Graduation from Extreme Poverty. Sustainable Graduation out of Poverty Promoted through Linkage between Core and Complementary Social Protection Programs Increased and Sustained Graduation out of Poverty Enhanced Community and LED Development Coordination
Internal Security (MININTER)	Security	Maintained safety, Law and order and enhanced adherence to human rights (7YGP & JRLOS SSP)
		Improved Service delivery in RNP (7YGP & RNP Strategic Plan) Enhanced awareness, control and stockpile management of small arms and light weapons (7 YGP) Improved RNP infrastructure (RNP Strategic Plan ) Enhanced International Peace Support Operations (7 YGP & RNP Strategic Plan) Enhanced RCS organizational and institutional capacity and coordination (RCS strategic plan)
Ministry of Justice (MINIJUST)	Justice	Improved public service delivery through universal access to justice (SSP), EDPRS 2
		Enhanced rule of law, accountability & business competitiveness (SSP e.4, EDPRS2) Maintained safety, law and order and, enhanced adherence to human rights (SSP e.5) Effectively combated impunity for international crimes, and genocide ideology, strengthened truth telling and reconciliation (e.3) Enhanced Justice Sector Collaboration and Strengthened Internal Capacity and Coordination



Ministry of	Expected Outcomes 2014/2015
Foreign Affairs and Cooperation (MINAFET)	Rwanda sustained as a haven of stability in the Region and a globally reliable partner Economic development of Rwanda enhanced (wealth creation) Rwanda is positioned as an active player in global issues Rwandan community abroad mobilized to retain their identity and contribute to the country's development The Ministry's capacity to deliver enhanced Improved service delivery within the Ministry and Embassies
Defence	Defence administration and support services enhanced Institution capacity and personnel welfare Regional, International Cooperation and Peace keeping Promoted Public Service Delivery through Civil and Military Cooperation enhanced.

The following Figure (3) shows the average performance of Ministries as grouped in the three main clusters described above. The overall average performance of Ministries is estimated at 76.8% compared 68.4% of the last year's Imihigo performance. The economic cluster scored 74.4% compared to 64.9% of last year; while the social and governance and justice clusters scored 73.3% (compared to 64.6% last year) and 76.9% (compared to 68.4% in the previous year), respectively.

**Figure 3. Average performance per cluster**



## **Chapter 5: Results of Imihigo Evaluation at District level and City of Kigali**

The evaluation of Imihigo at sub-national level covered all the 30 districts and the City of Kigali. The assessment focused on achievements against targets as classified under the three priority areas which are: economic development, social development, and governance and justice. As mentioned earlier, the assessment took into account the two major set of criteria namely the relevance to national development frameworks and quality of information provided in the supporting documents.

In the next sub-sections, we present the results of the District evaluation in terms of linkage between Imihigo targets and the District priorities, issues raised around Imihigo process, role of citizen in the design and implementation of Imihigo in order to appreciate the bottom-up elements of Imihigo, and Imihigo scores for each District.

### **5.1. Imihigo Targets and District Development Priorities**

Imihigo are expected to fast-track socio-economic transformation programmes in key sectors of development as captured by the prevailing DDPs (2013-2018). The DDP priorities in turn are set in line with national development priorities in the EDPRS2 (2013-2018). Imihigo are supposed also to be informed by the dynamics in the context and specific challenges and opportunities of the District. Each District has its uniqueness which has to be reflected in the design and implementation of Imihigo.

As already indicated, the planning process involves both top-down and bottom-up elements. More consultations in the design of Imihigo are done between the central government and local government and more efforts are needed between the Districts and citizens through the existing channels - sector, cells, village, and individual households. Imihigo are informed by the priorities set in the national development programs which are customised to citizen priorities. Local priorities are later incorporated and adjusted to existing national development frameworks. The consultation by the District with the community still needs more efforts. It was well indicated that the Districts consider individual needs/ priorities in the formulation of Imihigo which is validated by the District committees (the Council, executive, and JDAF) before implementation. But evidences from key consultations and discussions held during this evaluation with the citizens substantiate the need of getting feedback on selected Imihigo to inform them why some of their targets were maintained and others not compared to their proposed list. This two-way relationship in the design and decision of Imihigo needs to be strengthened in the future generation of Imihigo to enhance people's participation and ownership in the Imihigo process.

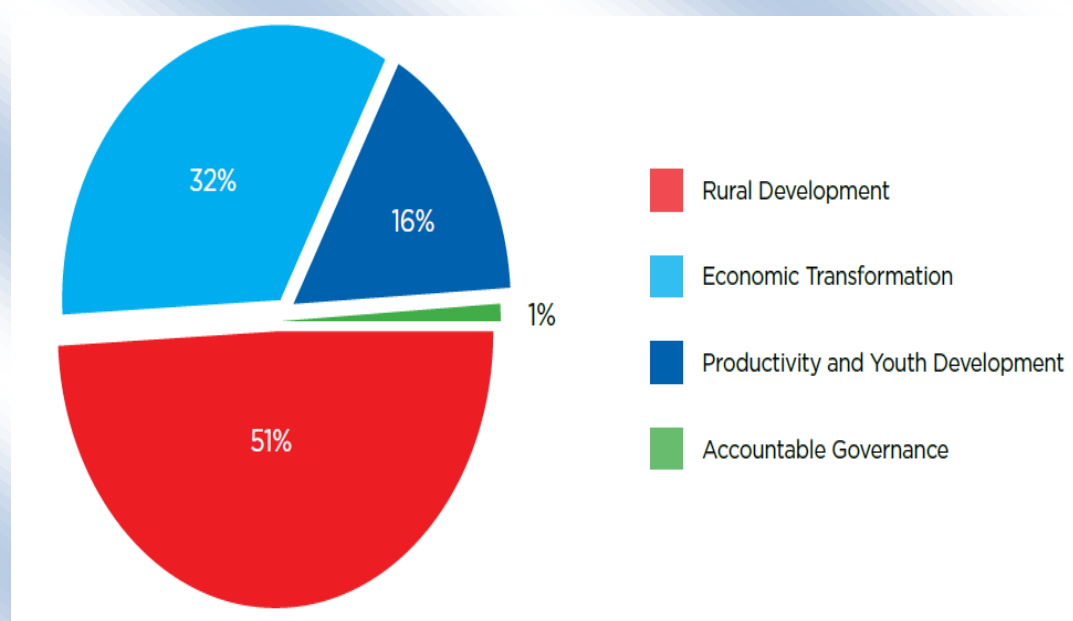
All districts have the same anticipated outcomes in line with the development pillars. For the economic development cluster the outcomes evolve around increased productivity and sustainability of agriculture, access to basic infrastructure to rural and urban households and enhance settlement, increased entrepreneurship and business development, improved natural resource for sustainable development, improved resource base. With regard to the social development, outcomes comprise improved education quality and learning outcomes across all levels of education, improve access and use of quality health, and increased graduation from poverty. Under governance, the outcomes considered include improved public accountability and democratic governance and improved public service delivery. Activities under the economic cluster receive more budget allocation (on average

82%, compared to social (14%) and governance (4%) pillars (see Table). This is almost similar to projected costs of programmes of projects falling within the thematic areas of Economic Transformation and Rural development collectively account for over 80% of the total projected costs of the four thematic areas ( see Figure 3).

**Table 9. Sample budget allocation per cluster**

Province	% Estimate of budget per Cluster		
	Economic	Social	Governance and Justice
City of Kigali	76	17	7
Southern	69.9	29.4	0.7
Northern	87.2	12.2	0.4
Eastern	90	8	2
Western	85.5	5.3	9.2
Average	82	14	4

Source: This evaluation



**Figure 4. Thematic budget allocation**

Source: MINECOFIN (2013)

The analysis of the targets per cluster suggests that some of Imihigo targets did not take into account the core features of a 'good Umuhigo' such as being challenging and transformative. Some targets seem to be very soft and more of routine activities. Out of 118 sampled targets across all District Development Plans about 41% are classified to be highly relevant, 36% with moderate relevance, and 21% with Minimum relevance. Those classified having minimum relevance bear the nature of routine activities, not innovative and challenging (use of conventional approaches/means and require minimum efforts), and are part of the enabling conditions. Another observation is that the general tendency is to have a big number of Imihigo per cluster which gives room for duplicative activities;



hence difficult to appreciate the differential contribution towards the target. Therefore, the planning of Imihigo should consider a very limited number of targets that are likely to have a greater likelihood of socio-economic transformation and other multiplier effects. A clear difference between Imihigo and the Annual Action Plan needs to be established during the planning phase of Imihigo.

**Table 10. Main areas of Imihigo targets across clusters**

<b>Economic Cluster</b>	<b>Social Cluster</b>	<b>Governance and Justice</b>
<i>Agriculture</i>	<i>Education</i>	
Irrigation and mechanization	Early Child Development	Participation in Umuganda
Land use consolidation	Adults literacy	Auditor's general recommendations
Crop production	Dropout	Training in ICT and other areas
Use of fertilizers	Nursery school	Governance Months
Distribution of cows	Reading festival	Audit of district entities
<i>Infrastructure</i>	<i>Health</i>	Address of citizen complaints
Road construction ( feeder, tarmac, and Cobb Stone)	Health insurance	Judgment of executed/ Gacaca
Electricity (connectivity and Access by households)	Women delivering in health facilities	Knowledge Hub installed
Street Lights	Family planning	Inspection of public entities
Access to Water	Rehabilitation of health Centers	Design and update of Sector Website
Construction of Public facilities ( e.g. Offices, schools, and health posts)	Hygienic inspection of public facilities	
Construction Private Business Investments (Commercial Complex, hotels, guest houses).	<i>Graduation from Poverty</i>	
	VUP projects	
Rural settlement	Shelter (construction and rehabilitation)	
<i>Entrepreneurship and Business Development</i>	Construction of markets for street vendors and other social protection programs	
Support to women and youth cooperatives (financial, materials, and toolkits )		
Training of women and youth		
Creation of off-farm jobs through VUP		
<b>Natural resource management</b>		
Tree planting /forestry		
Radical and Progressive Terracing		
Biogas and Improved cooking stoves		
Inspection of mining		

Source: This evaluation

The evaluation of Imihigo targets at district level, calls for an assessment of the extent to which Imihigo targets take into account core priorities as stated in the DDP. We sampled a number of indicators in the DDPs (feeder road construction and rehabilitation, tarmac road, paved/stone road, connectivity to electricity, street public light, and connectivity to water) to show the extent to which Imihigo targets link with the to DDP targets for FY2014-15. The average is 78.9% excluding the construction and rehabilitation of tarmac and paved/stone roads as these depend more on the central government. Once these are considered the average becomes 45.7%. Other major observations include inconsistency in indicators used in DDPs and Imihigo targets. Therefore, indicators of Imihigo targets

should be consistent with the indicators in DDPs to ease the tracking of performance on annual basis but also for the five years of DDP. The indicators in DDPs would serve as baseline or bench mark levels to establish what level of performance expected. Further, some Imihigo targets are not found in the DDPs. This implies adequate annual or midterm revision of DDPs by the Districts to ensure that future Imihigo targets reflects what is in the DDP and also takes into account any contextual change or dynamics.

## **5.2. Challenges observed at the Planning Phase of Imihigo**

In view of the above, some of the challenges underpinning the planning process identified can be grouped in the following areas:

- 1) Budget transfers: the planning of Imihigo depends mostly on the budget allocated to the district from the central government, own generated revenues, and budget committed by the partners.
- 2) Commitments of development partners: commitments by partners (NGOs, civil society organisations, faith based organizations, and the private sector) are made through the Joint development Action Forum and these are integrated in the planning of districts and Imihigo targeting. The alignment of local needs and partner's activities is crucial, all development efforts should go in the same direction and adapt to the local context. However, two important considerations are needed regarding targets that are supposed to be fully implemented by partners. First, ensure that partners are not creating a certain dependency which, in turn, may compromise each district's ability to generate and mobilize its own resources. Secondly, partners may have their own agenda not always aligned to local needs when committing their full participation in the planning process of Imihigo.
- 3) Introduction of Imihigo from the central government to the District Imihigo. It was well noted that there are targets that are decided at the central government and they are integrated in the District Imihigo through consultation with limited control on the procurement process and budget disbursement. Furthermore, some of these central driven Imihigo are introduced to Districts without taking into account specificity of each district such as crop suitability, use of fertilizer and the construction of feeder roads. All Imihigo targets need to be contextualized to respond to specific needs of the citizens.
- 4) Citizen's participation: the bottom up approach of Imihigo dictates that needs of citizens are gathered using different channels (individual, village, cell, sector and district) for their consideration in Imihigo targeting. Although the district council is composed of representatives from sectors and those representing special groups this does not provide a full guarantee that the needs of citizens are fully integrated in the planning and implementation process. Evidence supported planning: the planning process requires consistent measurement of performing indicators (such as measurement of the school dropout) to avoid multiple interpretations including setting baselines. This implies having well designed monitoring and evaluation matrix (tools, baselines, indicators, timely reviews and reporting) at central and local government level in order to track performance against targets of Imihigo as linked to national and sub-national development targets.

### 5.3. Implementation and Coordination of Imihigo

During the Implementation of Imihigo a number of factors play an important role: the budget, procurement and contract management, collaboration with partners, and central government driven Imihigo.

1. **Budget transfers:** the success of Imihigo implementation depends on the mode of access to fund which can be: direct (Managed by the district) or indirect (managed at central level or by partner). In most cases the timeliness of the disbursement of funds managed indirectly delays the implementation of planned Imihigo targets. Specifically, the 2014 /15 Imihigo implementation was affected negatively by the direct payment approach introduced by Ministry of Finance and economic planning where all payments were effected at central level. Though this was revised by December 2014, the approach delayed the implementation of Imihigo in the first and second quarter.
2. **Procurement and contract management:** Another big factor observed in the implementation of Imihigo 2014/15 is related to procurement and contract management. Firstly, in some districts we observed that the procurement process was done in third and fourth quarters raising a concern on the implementation of the procurement plan. This results in effecting the majority of payments mainly in the fourth quarter with a risk of freezing uncommitted funds by treasury awaiting for the next fiscal year. Secondly, some service providers or suppliers at district level delay and sometimes fail to honor their commitments due to low delivery capacity (example girinka, roads mainly).
3. **Collaboration with partners:** the evaluation has noted delays in the imihigo targets fully implemented by district partners (local private sector). Some local investors encountered financial challenges (eg long bank procedures) which delayed the smooth and timely implementation of their committed targets. . On the other hand, a mismatch between the Rwandan fiscal year and that of development partners also negatively affected the timely implementation of Imihigo targets under their commitment.
4. **Coordination of Imihigo Implementation:** The coordination of Imihigo process at local government level is under the responsibility of the District. The District Executive committee is responsible for day to day follow up of the planning and implementation of activities, while the JDAF and district council are responsible for planning, implementation and advisory and monitoring activities under the performance contracts. In addition, a number of technical meetings are held at district level with representatives from different sectors such as MINAGRI on feeder road and RTDA on roads as well as all partners concerned by Imihigo targets at District level. However, the synergy is observed mostly during the period prior to Imihigo signing and less during the implementation phase.
5. **Role of citizens and funding gaps:** The role of citizens in implementing Imihigo is capital and this can be measured in three main areas. The citizen's role can be observed in their contribution to the social protection programs in their respective districts such as in Ubudehe, Vision 2020 Umurenge Program, Kuremera, Girinka program (through Kuremera, Ukugaba, kwitura, kubyara muri batisimu), and others. Citizens contribute also through collective actions such as Umuganda, labour for construction of schools and health facilities, land use consolidation, and other activities that require more resource mobilization. Citizens play also major role in financial payments especially for activities they are supposed to contribute such as water and electricity connectivity



at household levels, health insurance, biogas, construction of cooking stoves, and other small contributions linked to the implementation of Imihigo. Their roles strengthen the level of ownership of the process as well as sustainability of facilities established. Therefore, it is clear that citizens play a role that substitutes the funding gaps in most public based targets.

In addition to the above, there are also some external factors that play a crucial role for the implementation of Imihigo such as climate change and seasonal variability which influence the achievement of Imihigo targets especially those related to the agriculture sector.

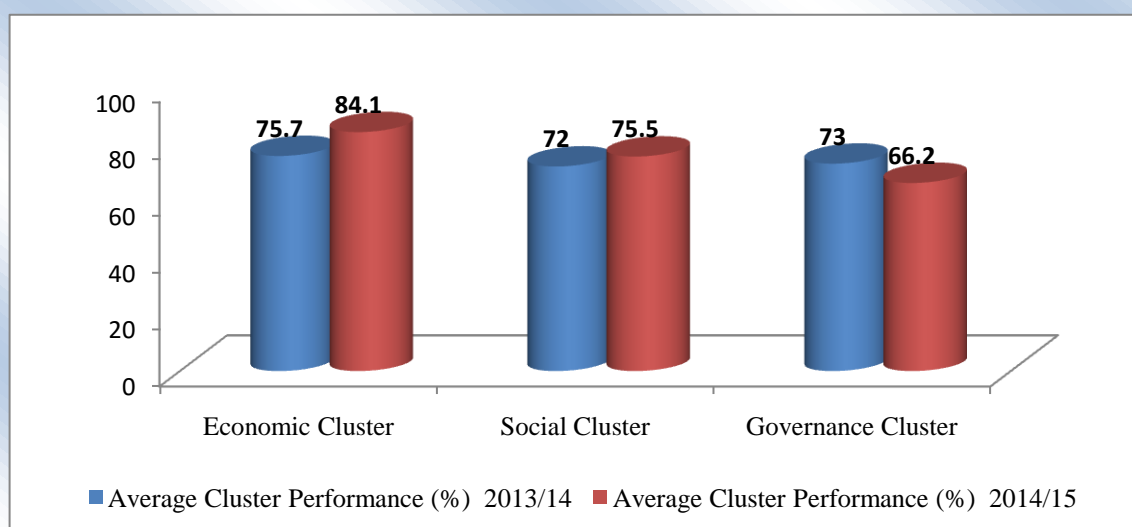
#### **5.4. District performance scores (FY2014-2015)**

This section presents the findings from the evaluation of the FY 2014-2014. As described in the methodology, these findings were generated using a “Balanced Score Card” which comprised of weighted scores based on the relevance of pledged Imihigo to the national development frameworks, the level of efforts invested and the quality of information provided. The analysis further took into account the scores from a mini satisfaction survey with District Council and JDAF as well as the results from the 2015 CRC survey.

In this chapter scores for districts are presented per pillar from which an overall score was generated. Findings from the 2014/15 evaluation reveal that the average performance for districts is 74.3% compared to 73.5% observed in the last year. Significant improvement is observed in the economic pillar (81.4%) which indicates an increment of 6.4 percentage points from last year. Part of explanation is found in the improvement and the magnitude in target setting especially in the targets under the economic pillar (agriculture, infrastructure, creation of small and medium enterprises, and the natural resource management). The best four performers in the economic cluster are Huye (86.9%), Gasabo (86.5), Gicumbi (85.9%) and Nyabihu (85.9%).

A similar trend is observed in the social pillar where the average performance increased by 3.5 percentage points from the last year performance (72%). The best four performers are Kicukiro (86.8%), Huye (84.8%), Ngororero (83.8%) and Ngoma (83.8). While we observed a positive performance trend under the economic and social pillar, the performance under the governance and justice pillar showed a decline of 6.8 percentage points from last year’s average performance of 73%. The best four performers in the governance and justice pillar are Nyagatare (80%), Rulindo (76.0%), Huye Kayonza and Bugesera (73.5%) respectively.

**Figure 5. Average Performance per Cluster (2013/14 and 2014-2015)**



Results presented in the following Table (11) reveal the overall performance results per pillar and District. The district performance can be grouped in three categories: (1) Districts that performed from 80% and above, (2) districts that have a performance ranging from 75% to 79%, and (3) those whose performance ranges from 74% and 70%. Four districts fall in the first category, these are: Huye (83%), Ngoma (81.6%), Ngororero (80.5%) and Nyanza (80.5%). Eighteen districts fall in the second category with kicukiro and Burera leading with 79% respectively and Rulindo and Nyabihu with the least score percentage of 76.1% respectively. In the third category are eight districts with Rutsiro leading with 74.9% while Gakenke scored the least with 70.2%.

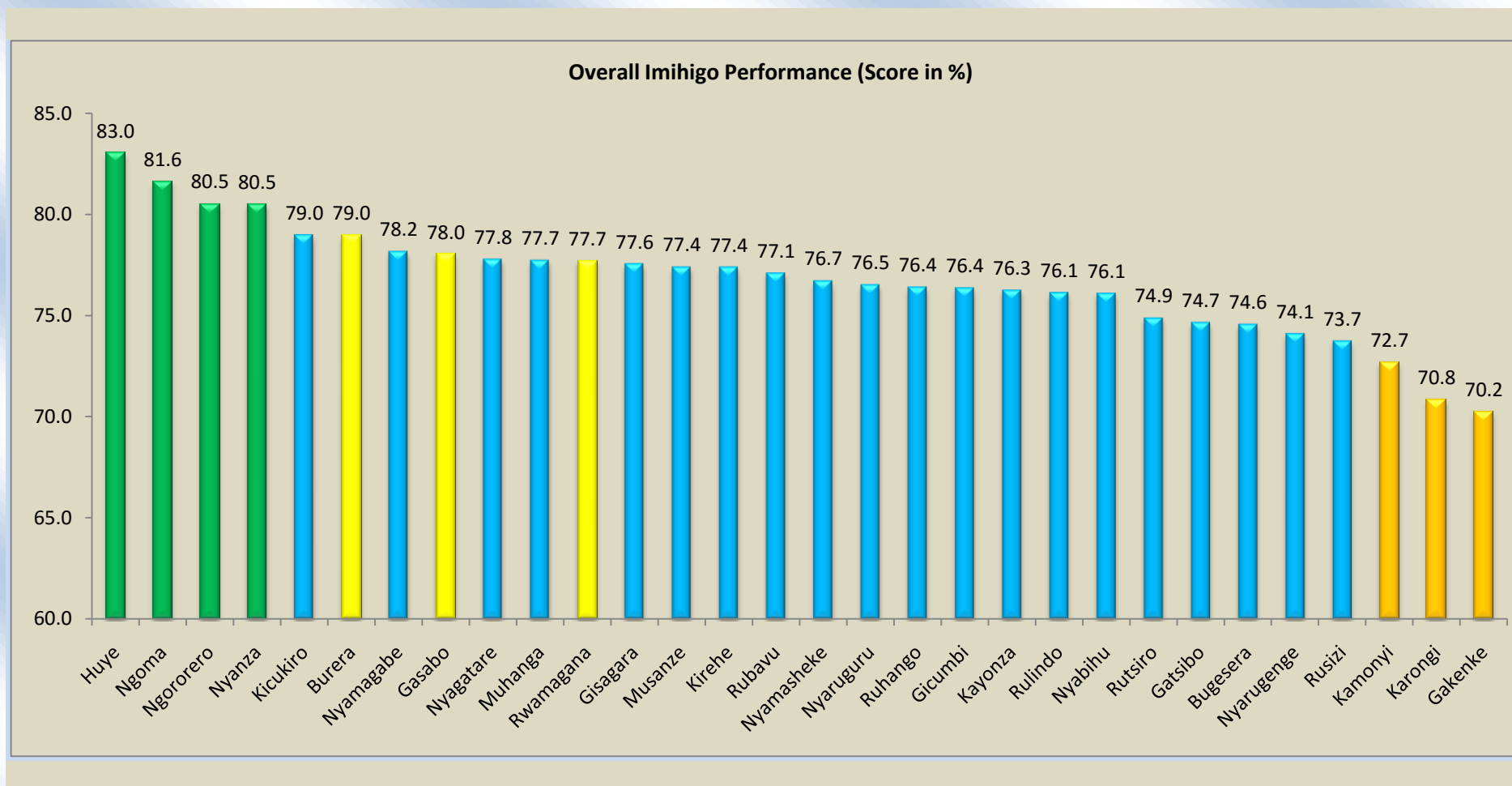
It is important to note that Burera (79.0%), Gasabo (78.0%), and Rwamagana (77.7%) registered a significant improvement as compared to last year. However it was observed that three districts declined significantly in their performance (Kamonyi 72.7%, Karongi 70.8% and Gakenke 70.2%). The overall trend is that the performance of this fiscal year is generally higher than the previous one (See Figure 4). Furthermore the overall scores for districts seem to be very close due to some areas of homogeneity: Same structure of Imihigo targets (similar outcomes, outputs and targets); same national frameworks governing the performance contracts; and same weighting across pillars. The only difference is on the number and the magnitude of targets in each pillar.

**Table 11. Overall Performance Results per cluster and District**

Cluster Performance						Overall Performance		
Economic		Social		Governance and Justice				
District	Score (%)	District	Score (%)	District	Score (%)	District	Score (%)	Rank
Huye	86.9	Kicukiro	86.8	Nyagatare	80.0	Huye	83.0	1
Gasabo	86.5	Huye	84.8	Rulindo	76.0	Ngoma	81.6	2
Gicumbi	85.9	Ngororero	83.8	Huye	73.5	Ngororero	80.5	3
Nyabihu	85.9	Ngoma	83.8	Bugesera	73.5	Nyanza	80.5	3
Burera	85.5	Musanze	82.8	Kayonza	73.5	Kicukiro	79.0	4
Ngororero	85.3	Nyanza	81.2	Rusizi	71.9	Burera	79.0	4
Nyamagabe	84.9	Nyagatare	80.2	Muhanga	71.0	Nyamagabe	78.2	5
Ngoma	84.7	Burera	79.5	Kicukiro	69.5	Gasabo	78.0	6
Nyanza	84.5	Nyamagabe	78.8	Ruhango	69.0	Nyagatare	77.8	7
Kayonza	84.3	Ruhango	78.8	Nyanza	68.5	Muhanga	77.7	8
Gisagara	84.1	Gisagara	78.6	Kamonyi	68.5	Rwamagana	77.7	8
Nyaruguru	83.3	Gasabo	78.0	Ngoma	68.0	Gisagara	77.6	9
Rwamagana	82.5	Rubavu	77.5	Rubavu	67.5	Musanze	77.4	10
Kirehe	82.5	Nyamasheke	76.5	Rwamagana	67.0	Kirehe	77.4	10
Rulindo	82.5	Rwamagana	76.2	Rutsiro	66.5	Rubavu	77.1	11
Musanze	80.9	Nyaruguru	75.9	Nyamagabe	66.2	Nyamasheke	76.7	12
Nyamasheke	80.6	Muhanga	75.8	Ngororero	65.5	Nyaruguru	76.5	13
Muhanga	80.5	Kirehe	75.2	Kirehe	65.0	Ruhango	76.4	14
Rubavu	79.9	Nyarugenge	73.8	Nyamasheke	65.0	Gicumbi	76.4	14
Kamonyi	79.9	Bugesera	72.8	Nyarugenge	64.5	Kayonza	76.3	15
Gatsibo	78.9	Gatsibo	72.5	Nyaruguru	63.5	Rulindo	76.1	16
Nyarugenge	78.7	Gicumbi	72.2	Gatsibo	63.0	Nyabihu	76.1	16
Kicukiro	78.5	Rutsiro	72.2	Musanze	60.5	Rutsiro	74.9	17
Rutsiro	78.5	Nyabihu	70.8	Karongi	60.5	Gatsibo	74.7	18
Bugesera	77.7	Rusizi	70.2	Burera	59.5	Bugesera	74.6	19
Ruhango	77.3	Kayonza	68.5	Gakenke	59.0	Nyarugenge	74.1	20
Rusizi	76.3	Gakenke	68.5	Nyabihu	58.0	Rusizi	73.7	21
Karongi	75.9	Karongi	66.8	Gasabo	57.8	Kamonyi	72.7	22
Nyagatare	75.3	Rulindo	63.5	Gisagara	57.5	Karongi	70.8	23
Gakenke	72.5	Kamonyi	58.5	Gicumbi	56.0	Gakenke	70.2	24



**Figure 6. Overall performance of Districts for FY 2014-2015**



## 5.5. Drivers of good performance and Causes of low performance

The second objective of this study is to identify the drivers of successful implementation of Imihigo in all districts. Major drivers are linked to the way Imihigo targets are set (Guhiga), the alignment of Imihigo targets with District priorities as set in the DDPs, role of partners, the ability of the District to mobilize resources needed to perform pledged targets among partners and citizens, level of engagement of citizens and their satisfaction on the service delivery by local entities. The following chart shows major specific drivers of successful and causes of low performance. Specific details for districts that showed a remarkable progress or decline are provided in Annex (1).

Drivers of good performance	Causes of low performance
<ol style="list-style-type: none"> <li>1) Setting targets of high magnitude in areas with higher potential spill-over effects (agriculture, road construction and rehabilitation, access to electricity and water, construction of public facilities such as offices and market complexes, and job creation through creation and support of SMEs, etc).</li> <li>2) Successful achievement in targets in the economic cluster which has the highest weight (50%) in the overall score.</li> <li>3) More focus in foundational issues such as providing health facilities that are mostly connected to the needs of citizens (e.g. health posts, maternal health, and health insurance).</li> <li>4) Striving for high performance in all Imihigo targets as pledged supported with some innovative activities.</li> <li>5) Strong partnership with the private sector which reflects the ability of the Districts in resource mobilization for investment beyond government budget transfers. Respect of commitments by the partners and contract management with the service providers</li> <li>6) The ability to engage citizens and citizen's satisfaction.</li> <li>7) Strong consistency and quality of information with reported achievements.</li> <li>8) Competent and very collaborative District Council.</li> <li>9) Prevailing good leadership</li> <li>10) High to moderate citizen's satisfaction</li> </ol>	<ol style="list-style-type: none"> <li>1) Target setting that is not in line with DPP priorities and soft targets with limited potential spill over-effects (Imihigire).</li> <li>2) Low performance in core areas such as in the agriculture, infrastructure, access to clean water and electricity.</li> <li>3) Low performance in targets set that is not proportionate with the expected capacity.</li> <li>4) Construction of some of the infrastructures that are below the standards (such as the Integrated Craft Centre (Agakiriro), road rehabilitation) compared to the budget invested.</li> <li>5) The level of performance of most of spot-checked activities was not consistent with what was documented and reported as achieved.</li> <li>6) Inconsistency in documentation and information provided during the evaluation, making difficult to trace their authenticity.</li> <li>7) The change of leadership and staff turnover for some districts in the course of Imihigo implementation.</li> <li>8) Inability of the top District leaders to engage peer officials and citizens, leading to some breaks in the chain of their collaboration.</li> <li>9) Moderate to lower performance in citizen's satisfaction</li> <li>10) Delays in transfer of funds</li> <li>11) Targets without clear budget allocation</li> <li>12) Delay in procurement processes and service delivery by service providers</li> <li>13) Some adhoc Imihigo from the central government</li> <li>14) Staff turnover and restructuring of District staff delays the implementation of Imihigo</li> <li>15) Emergencies such as natural hazards in some parts</li> <li>16) No respect of commitments by some of the development partners</li> </ol>

The performance observed during 2014/15 translated into some key achievements of Imihigo. Table (12) gives a prescription of key achievements on selected key indicators.

**Table 12. Key Imihigo Achievements (2014-15)**

#	Key Indicator	FY2014 -2015	Explanatory Notes
1	Job creation		The total number of short term off-farm jobs created during this FY2014-15 Imihigo is 151348 compared to 126815 as planned. This higher compared to 118489 jobs created last fiscal year 2013-2014. Imihigo targets contributing to this achievement are those pledged in areas construction and rehabilitation of roads, schools, health posts and centers, activities under VUP, and other public works. The creation of new SMEs also contributed to job creation and non-farm revenues in the context of entrepreneurship and business development. This contributes to the EDPRS2 objective of job creation although this is mainly of short time.
2	Access and connectivity to electricity		One of the priority areas for EDPRS2 is to connecting rural communities to economic opportunities through improved infrastructure. Rural electrification remains a challenge. Access to electricity for the rural population is one of the outcome intended. For this FY2014-15 a total population of 45536 households (that is 71.5% of the total households planned) has been connected to electricity in their respective communities with other multiplier effects especially for small businesses that require electricity as input (e.g. saloon and small processing units). This represents 67.2% of the total targeted households (58015). In terms of accessibility, it was planned 15281 households will have access to electricity and 7691 households are reported (50.3%).
3	Access to clean water ( 500m)		The EDPRS2 target in terms of water access is to have 85% of the rural households within 500 m of an improved water source. The current estimate of total population with access to clean water is 75.3%. During this year a total of 697850 household (43.1%) has been served with clean water within 500 m compared to 1618923 planned. This has some benefits in terms of improved sanitation and time saving especially with regard to water fetching. The time saved is used in other productive activities such as agriculture and other home related activities.
4	Total Km of Road constructed and Rehabilitated		The total KM of roads constructed (both tarmac and feeder roads) is 161.308km (81.3% of 198.3Km targeted). The total km of road rehabilitated is 1253.33 km against 1304.2 Km that were planned making 91.6% of achievement. Construction and rehabilitation of feeder roads is the main dominant in this FY2014-2015. Although in its early stage,



#	Key Indicator	FY2014 -2015	Explanatory Notes
			but its positive effects is observed in terms of unlocking economic opportunities (such as linking farmers to markets), access to transport facilities and diversified transport facilities leading to reduced costs (e.g. from RWF 700 to 500 one citation).
5	Land consolidated (ha)		The total land consolidated this year is (1380923ha) with 809573ha (58.6%) for season A and 571350 ha (41.4%) <sup>2</sup> for season B. For the first season, part of the enabling conditions for increased agricultural production and productivity of major crops in respective districts.
6	Number of cows distributed under Girinka Program		The evaluation has revealed a total number of 26044 <sup>3</sup> cows distributed under Girinka against 25563 cows, a 101.9% achievement. Citizens have played an important role in supporting their peers through Kuremera, Kworoza, kugaba and other initiatives.
7	Number of Biogas Digesters		The total number of Biogas systems introduced this year is 1797 among other alternative sources. The biogas digester represents an important long-term opportunity for household and communities if well managed. However, this target was not successfully achieved (only 57.6% of the planned 3119) and more efforts are needed in future planning and implementation of Imihigo.
8	Creation of Small and Medium Enterprise		Creation of SMEs helps to create more jobs and income mostly women and youth towards Entrepreneurship, Access to Finance and Business Development. An estimate of 3723.00 SMEs have been created compared to 3380.00 that were planned making about 110.1% of achievement. Given that the majority of these SMEs are still in the formative stage, more accompanying measures need to be strengthened for their full development into business entities.
9	Number of school classes and TVETs constructed		The total number of class rooms (including TVETs) is 1074 against 1035 planned (103.8% achievement). This achievement contributes to the long-term targets of equitable access to education, reduced dropout, access to basic education, and quality of learning at all levels of education. Skills gained through TVETs also respond to the demand of some of specific skills by the labour market.
10	Number of health posts and centres		A total of 53 health posts and health centres have been newly constructed across all Districts (112.8% of 47 planned). This helps to reduce infant/child and maternal mortality. The current DHS (2014-2015) shows some impressive achievements in these areas but more efforts are needed to maintain and sustain the momentum. Some of these health posts do not operate 24hours due to their limited personnel and hence a further consideration is needed.
11	Health Insurance (MUSA)		An average of 71% of the total population had access to Health insurance compared to an average of 100% through

<sup>2</sup> These estimates were obtained from RAB. Those provided by the Districts are cumulative and are not reported

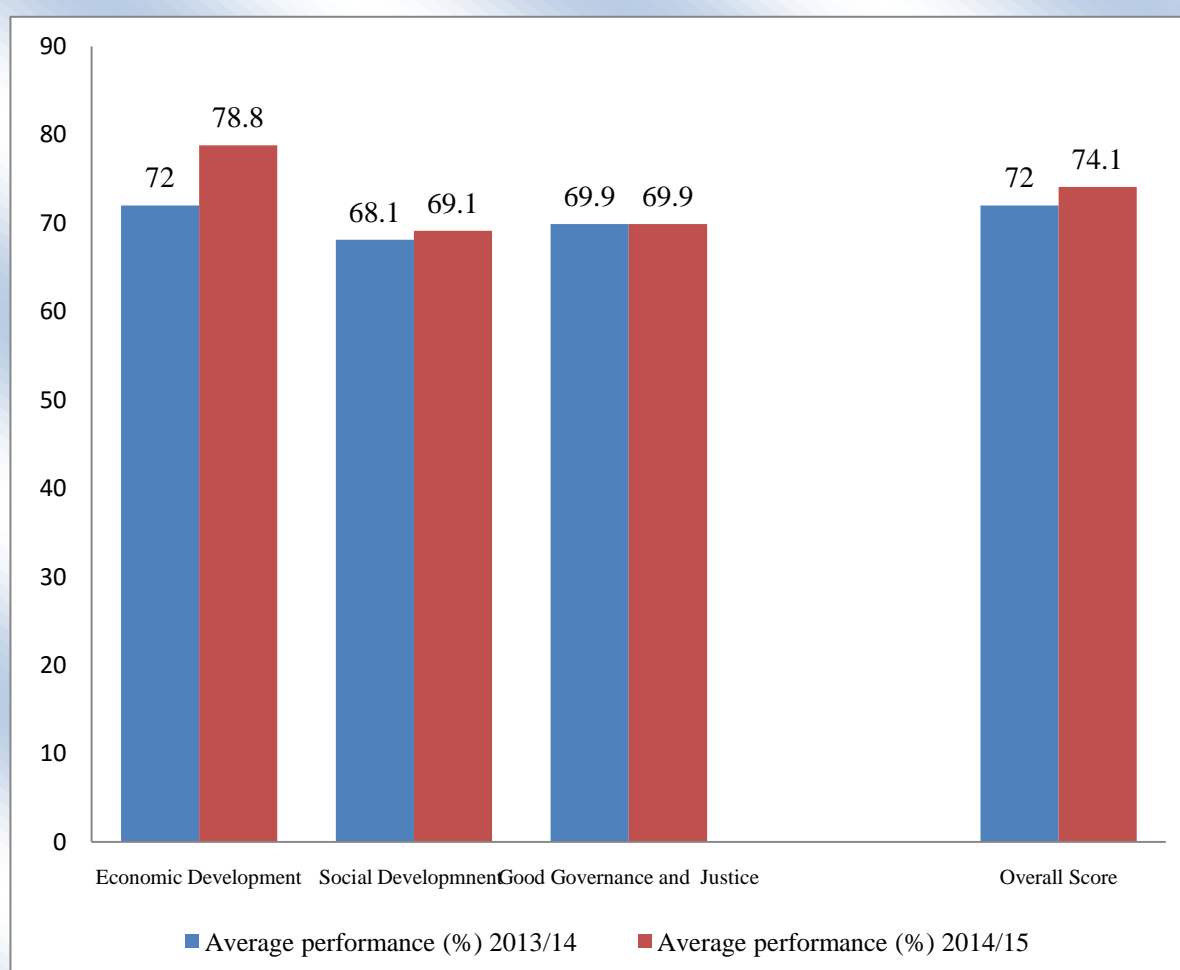
<sup>3</sup> The RAB estimate is 23259 cows distributed under Girinka

#	Key Indicator	FY2014 -2015	Explanatory Notes
			Mutuelle de Santé.
12	Number of Women and Youth Cooperatives Supported		About 291 (87.1%) Women and Youth cooperatives have been supported (financial and materials) out of 334 planned through Imihigo performance contracts during FY2014-2015. These cooperatives allow to bulking up the economies of scale and provide increased access to support services by development partners such as credits facilities and various training opportunities. Although the overall credit to the private sector /GDP is still low (about 16.8% - 2014), credits obtained from their small-scale saving schemes and SACCOs Cooperatives lead them to be financially included.
13	Estimated Value of Umuganda per District		The total estimated value of Umuganda used in all public and collective activities is estimated at (Frw 13,231,786,363). This is an area where citizens also participate in the development of the country especially in area of construction and rehabilitation of roads and other public facilities, construction of schools and health facilities, and other activities that require mobilization of the citizens mostly those with funding gaps.
14	Improved services delivery to the community		Imihigo targets have set service delivery as one of the priority areas of good governance. Results from Citizen Report Card by RGB show a level of 71.05% compared to 80% anticipated by EDPRS2. There is greater likelihood of achieving the EDPRS2 targets if the momentum is improved.

## 5.6. Scoring of the City of Kigali

The City of Kigali (CoK) is assessed independently but follows the same logic of evaluation as the Districts because it is a decentralized entity of the local government. Secondly, the nature of targets and outcomes are somewhat similar to those of Districts. The 2014/15 Imihigo evaluation reveals that the overall performance score for CoK is 74.1% compared to 72% in the previous year. The economic pillar scored higher with 78.8% compared to 72% last year. The social development pillar scored 69.1% compared to 74% of 2013-14. The performance observed is 69.9% for the governance and justice cluster compared to 69% of last year.

**Figure 7. Performance per cluster: City of Kigali**





## Chapter 6: Conclusion and Recommendations

The aim of this evaluation was to assess the performance against FY2014-15 Imihigo targets for both the central and local government. Imihigo play a major role in fast-tracking different commitments made by the central and local government a propos to different development programmes and projects meant to accelerate socio-economic transformation of Rwandans. It is well noted that most of planned activities under Imihigo reflect national and sub-national development priorities as stipulated in Vision 2020, the Government program and the Economic Development and Poverty Reduction Strategy (EDPRS2). For example in agriculture emphasis is made on increasing agricultural production and productivity through irrigation and agricultural mechanization, use of improved seeds and fertilisers, and distribution of cows under One Cow per poor family. In Infrastructure, connecting Rwandans to clean water and electricity, construction and rehabilitation of feeder roads and construction of public facilities like schools and health posts seem to be dominant in FY2014-15 Imihigo. In the health sector much consideration was made in areas of health insurance, facilitating women to deliver in health facilities, and family planning. In the education sector Early Child Development (ECD) and controlling and limiting the school dropout received more attention in this fiscal year. For the governance sector participation in Umuganda, governance month, training in ICT and the addressing citizen's complaints reiterated across all the districts.

The 2014/15 Imihigo evaluation covered the economic, social development, governance and justice pillars. The evaluation has revealed how Imihigo outputs and targets translated into achievements as intended in the stated outcomes in the pillars mentioned above. Overall average performance for all clusters is estimated (74.3%) with (81.4%) for the economic, (75.5%) for the social development and (66.2%) for the governance and Justice cluster.

The inputs and resources used in implementing Imihigo are converted in tangible benefits, services, and outputs that address the needs of the citizens. Views of citizens themselves (about 600 from 60 FGDs in the thirty districts) support how their lives are changing due to different projects and activities implemented through Imihigo. The following are some of the examples:

- (1) Job creation: a number of jobs have been created through different constructions and rehabilitation pledged in FY2014-2015 Imihigo. The construction of feeder roads, schools, health posts, and other VUP supported activities creates off-farm jobs that generated revenues to complement those generated from the farm. The creation of new SMEs also contributed to job creation and non-farm revenues in the context of entrepreneurship and business development.
- (2) Access to basic infrastructure: Imihigo targets in this area have allowed citizens to have access and connectivity to clean water and electricity with some other multiplier effects such as saloon, some processing machines, better sanitation, and time saving especially with regard to water fetching. The time saved is used in other productive activities such as agriculture and other home related activities. Furthermore, the construction of feeder roads although in its early stage but its positive effects are observed in terms of access to transport facilities and reduction of transport costs (e.g. from RWF 700 to 500 one citation), unlocking marketing opportunities between sectors, etc.
- (3) Increased agricultural production for major food and cash crops: The evaluation reveals how agricultural production has increased due programmes in soil and water conservation using

terraces, land use consolidation, access to Girinka Program with access to more manure, and use of improved seeds and fertilizers despite climate change effects in some areas.

- (4) Improved nutrition: Imihigo targets in areas of “one cow per poor family” and kitchen garden were predominantly quoted for their huge contribution in improving nutritional status of citizen.
- (5) Access to health insurance and Health facilities: These two were mostly cited for their impacts in terms of access to health services and increased capacity to pay for them. Citizens are aware of the importance of having Mutuelle de Sante and the distance from home to health facility especially for pregnant women is being reduced. The number of deaths within the community is reducing. However, some of the health posts do not operate 24 hours due to limited personnel and this was claimed for further consideration. In addition, family planning is increasingly receiving attention by citizens due to various campaigns in the health sector.
- (6) Access to education and vocational training: Imihigo targets in areas of construction of new schools and TVETs translate into reduced dropout and more access to basic education, more jobs due to skills gained through Vocational training.
- (7) Financial inclusion: support of Women and Youth Cooperatives has inculcated the culture of savings and their endeavour for self-reliance. Some of the respondents sustained that they are able to do small businesses due to loan obtained from their small-scale saving schemes and SACCOs Cooperatives, which in turn help them to finance their home consumptions (such as payment of school fees and health insurance).
- (8) Increased citizen’s participation. Citizens are involved in the implementation of many targets through financial and non-financial means. Citizen contend that Imihigo have improved their relationship with the leaders – no more fear of leaders they are our collaborators- and many thanks to His Excellence the President Paul Kagame for good policies and projects aimed to improve lives of Rwandan without any discrimination (citizen’s quotation).

One of the policy questions that remain important is to know the extent to which the above positive impacts are maintained beyond annual Imihigo targets. For the positive changes resulting from Imihigo to be sustainable this depends on various factors. Apart from linking Imihigo and the national development priorities as embedded in Vision 2020, 7YGP and EDPRS2 during the preparation phase, a thorough prediction of possible spill over effects is needed to ensure that they are taken into account in a next generation of mid-term or long term District Development Plans. Another determinant factor is the level of involvement and participation of citizens who are the beneficiaries of all these projects during the planning and implementation of Imihigo. This helps to capitalize on their needs and hence their willingness to contribute to their own development. Moreover, technical expertise that is available needs to be optimized especially for Imihigo projects in the infrastructure and agriculture sectors for quality assurance to avoid costly rehabilitations before the expected span of life for some investments made.

Despite the positive progress observed, there are some areas that need further improvement in the next generation of Imihigo:

- (1) Improve the consultation during the preparation of Imihigo especially at community level to ensure that Imihigo customise the needs of citizens in order to cause more and sustainable impacts.
- (2) The role of citizens should be improved beyond providing their priority targets during the planning phase of Imihigo but also receive feedback on why certain priorities were either maintained or removed from the approved Imihigo performance contracts.
- (3) Improve coordination and a clear role definition for joint Imihigo (implemented by more than one partner or entity) to ensure accountability and responsibility.
- (4) Explore possibilities of limiting the number of Imihigo targets focusing on those with larger spill-over effects, that are more challenging, innovative, and transformative to avoid setting soft Imihigo targets (have a clear demarcation between Umuhigo and routine activities in the Annual action plan).
- (5) Strengthen the planning and M&E framework for Imihigo performance contract to drive the implementation of the National development priorities as stated in the Vision 2020, 7 YGP, EDPRS2, Sector Strategic Plans, and District Development Plans.
- (6) Ensure strong follow up and execution of other planned activities within the annual action plan and unimplemented activities as per Imihigo performance contracts.
- (7) Ensure that Ministry targets are linked to targets at District level to enforce the bridge between the DDPs, Sector strategic plans and EDPRS2.
- (8) Ensure that Ministry targets are implemented within the timeframe set in the performance contract to avoid delays in the implementation of joint Imihigo at local government level.



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## Annex 1. Drivers of Performance observed and Causes of failure to achieve Imihigo Targets

District	Indicative drivers of the observed Performance for selected districts
<b>Huye</b>	<ul style="list-style-type: none"> <li>• Has generally achieved high performance in most of the targets across all the sectors;</li> <li>• Has greatly focused in infrastructure sector by pledging targets with high potential for transformation. These include for instance: Construction of water dam of 450,000 m<sup>3</sup> to supply clean water to Huye town;</li> <li>• Has invested considerable efforts in rehabilitating feeders roads as well as in other big infrastructure such as Car Park and Stadium;</li> <li>• Strong partnership between the district and the private sector (PPP), especially in constructing commercial buildings/complex;</li> <li>• Has constructed and equipped health centres and health posts with the purpose of improving access to health services especially in remote rural area.</li> </ul>
<b>Ngoma</b>	<ul style="list-style-type: none"> <li>• Has generally achieved high performance in most of the targets across all the sectors;</li> <li>• Has specifically performed in foundational issues such as providing health facilities (e.g. Construction of 3 health posts and a maternity ward);</li> <li>• Has greatly contributed in eliminating malnutrition in about 250 households;</li> <li>• Strong consistency between the reported (in the audit) and the observed (on field) achievements;</li> <li>• High level of citizens' satisfaction with service delivery as reflected in CRC scores (80% );</li> <li>• In partnership with INATEK, the district has innovatively invested in promotion of horticulture sector by establishing a model farm on which the university lecturers and students transfer knowledge to ordinary farmers.</li> </ul>
<b>Ngororero</b>	<ul style="list-style-type: none"> <li>• Has highly performed in the majority of the set targets across sectors;</li> <li>• Has specifically performed in foundational issues such as providing health facilities (e.g. construction of 3 health posts and 2 maternity wards as well as connecting one health centre to electricity);</li> <li>• Has also greatly invested in large construction such as stadium, House Bricks and tile yard, Rusumo modern market and water pipeline that provided clean water to an estimated 6550 people.</li> </ul>
<b>Nyanza</b>	<ul style="list-style-type: none"> <li>• Has achieved high performance in general;</li> <li>• More focus in infrastructure with high magnitude such as tarmac and feeder roads,</li> <li>• Has introduced large scale irrigation in the horticulture for export (vegetables)</li> <li>• Has managed to provide water and electricity to an important number households in the district;</li> <li>• Construction of houses for vulnerable</li> <li>• Great investment in District Offices</li> </ul>
<b>Kicukiro</b>	<ul style="list-style-type: none"> <li>• Decline in performance is explained by:</li> </ul>



	<ul style="list-style-type: none"> <li>- Few targets in infrastructure with moderate weights (e.g. contribution of 300 million towards construction of cobble stones roads by the City of Kigali)</li> <li>- Unclear role of Kicukiro District in the implementation of 3.1 Km tarmac ( Kanombe-Mulindi) road that is implemented by the City of Kigali;</li> <li>- Moderate score in the Citizen's Report Card</li> </ul>
<b>Districts with low performance</b>	
<b>Gakenke</b>	<ul style="list-style-type: none"> <li>• The level of performance of most of spot-checked activities was not consistent with what was documented and reported.</li> <li>• Soft targets with limited potential spill-over-effects.</li> <li>• Inconsistency in different views and information provided on certain performance targets (e.g. Agakiro).</li> <li>• Difficult to trace the authenticity of the information and support documents of claimed achievements especially in governance and social pillars.</li> </ul>
<b>Karongi</b>	<ul style="list-style-type: none"> <li>• Moderate performance across targets in all pillars (use of fertilizer 35%, water access 60%, electricity connectivity 38%, biogas 38%, progress terraces 52%, drop out 62%, etc), most of which are in the economic cluster that has 50% of weight in the Balance Score Card.</li> <li>• There is a sense that the new leadership is still striving to instil authority, with greater likelihood of slowing the performance.</li> <li>• Moderate score in CRC</li> </ul>
<b>Rusizi</b>	<ul style="list-style-type: none"> <li>• Softness in setting Imihigo targets especially in Infrastructure sector which has high weight in the overall performance score.</li> <li>• No single road that was constructed or rehabilitated (Planned settlement sites)</li> <li>• Low performance in core targets such as electricity (59%),</li> <li>• Moderate performance in CRC</li> </ul>
<b>Kamonyi</b>	<ul style="list-style-type: none"> <li>• The level of performance of most of spot-checked activities were not consistent with what was documented and reported (Over extrapolation of levels of achievements).</li> <li>• Contradicting views between beneficiaries and district officials on when the activities/targets sampled for spot check were implemented (roads, ECD etc)</li> <li>• Difficult to trace the authenticity of the information and support documents of claimed achievements.</li> <li>• Softness in setting Imihigo targets especially in Infrastructure sector which has high weight in the overall performance score.</li> </ul>
<b>Districts with impressive progress</b>	
<b>Burera</b>	<ul style="list-style-type: none"> <li>• General good performance across all sectors</li> <li>• Good performance in CRC</li> <li>• Made extra effort in the rehabilitation of 277 km of feeder roads</li> <li>• Completion/good progress of targets under infrastructure initiated in previous year such as Cross border Modern markets ( Cyanika), Beach resort Hotel, Agakiro, cheese /yoghurt Processing unit etc.</li> </ul>
<b>Gasabo</b>	<ul style="list-style-type: none"> <li>• Made tremendous improvement in setting and achieving targets in the</li> </ul>

	<p>infrastructure sector such road rehabilitation (30 Km of feeder road, 15 of cob stones), access to water (about 24 km within 500 m).</p> <ul style="list-style-type: none"> <li>• Strong paternership with the private sector – engaging the private sector ( construction of commercial complexes, markets, Agakiriru), selling points for street connected people</li> <li>• Construction of modern schools and TVTs</li> <li>• Special attention to health ( health clinics and posts), laboratories, kabuye health center laboratory, equipments)</li> <li>• Strong connection between the executive and District Council</li> <li>• Construction of Remera Sector</li> <li>• 5 sectors were connected to ICT</li> <li>• The change in service delivery also consistent with citizen report card</li> </ul>
<b>Rwamagana</b>	<ul style="list-style-type: none"> <li>• Generally good performance in Economic pillar</li> <li>• Consistency between reported achievements and spot checks</li> <li>• Construction of a Irrigation dam for both large scale marshland and hillside irrigation for radical terraces</li> <li>• Construction of horticulture selling points with charcoal cooler technology</li> <li>• Commendable achievements in biogas (98% of 127 pledged), which most of other Districts failed to implement.</li> <li>• Good performance in CRC</li> </ul>

## Annex 2. Roadmap for the 2014/15 Imihigo evaluation

Item	Start date	End Date	Number of days allocated	Assumptions
Presentation of the inception report to the technical committee		20 <sup>th</sup> May	1	Subject to confirmation from PMO
Incorporating technical committee comments in the inception report		21 <sup>st</sup> May	1	Feedback provided on time
Presentation and validation of the inception report by the Steering Committee		27 May	1	Subject to confirmation from PMO
Evaluation of all the ministries and agencies	1 <sup>st</sup> June	12th June	12	Subject to every ministry complying with the visit schedule ( as attached) and availing supporting documents for the set targets. Affiliated ministry agencies to bring the supporting documents at Ministry level (i.e the meeting place is at Ministries)
Evaluation of the Districts	15th June	10th July	24	Subject to every district complying with the visit schedule and availing supporting documents for the set targets.
Data consolidation and interview write-ups	15th July	21th July	5	Subject to the timely completion of the data collection
Report writing	22h	27 <sup>th</sup> July	6	
Incorporation of comments and submission of the final report	27th July	31 <sup>st</sup> July	5	Subject to timely feedback from the client



### Annex 3. Imihigo Evaluation Template

Evaluation Template										
						Role of Partners involved				
Out put	Indicator	Baseline	Target	Achievement	Funding modalities (use codes)	Ministry	District	Other partners	Timing for disbursement of funds	Comment

Codes: Funding Modalities

1. *Central government*
2. *Earmarked*
3. *Own revenue*
4. *Other partners (JADF) specify*

Role of Partners involved

1. *Design/planning*
2. *Coordination*
3. *Implementation role*
4. *Funding role*
5. *Mobilization*

## Annex 4: Data Collection Tools (Interview Guides)

### Interview guide (1) : Ministries and RDB

#### 1. Introduction

- *Thank the interviewees for their participation.*
- *Explain the purpose of the evaluation and this interview.*
- *Note that the interviewee should feel free to raise her/his own relevant issues if they are not covered in the questions.*
- *Explain that all information provided will be treated confidentially and anonymity will be respected.*
- *Ask if you may proceed with the interview.*

#### 2. Ministry Imihigo

1. To what extent Imihigo is responding to National targets particular to your sector?
2. What are the challenges accounted during planning, implementation, monitoring and coordination of Imihigo 2014/15?
3. Can you describe the coordination of your Imihigo targets that are crosscutting with other ministries/District/ Development partners?
4. What change would you suggest for Imihigo to drive the intended transformation in your sector?
5. In conclusion, would you like to make any further comments that my/our questions have not covered?

### Interview Guide (2): Districts (Executive Committee, District Council and JADF)

#### 1. Introduction

- *Thank the interviewees for their participation.*
- *Explain the purpose of the evaluation and this interview.*
- *Note that the interviewee should feel free to raise her/his own relevant issues if they are not covered in the questions.*
- *Explain that all information provided will be treated confidentially and anonymity will be respected.*
- *Ask if you may proceed with the interview.*

#### 2. District Imihigo

1. To what extent 2014/15 Imihigo targets are responding to District priorities as set in your DDP?
2. What are the challenges accounted during planning, implementation, monitoring and coordination of Imihigo 2014/15?
3. Are there any changes introduced in the imihigo process (planning, implementation, monitoring and evaluation and coordination) in 2014/15 imihigo? What are they and why?
4. What has been the role (contribution) of citizens in the implementation of the 2014/2015 district Imihigo targets?
5. Can you describe the coordination of your Imihigo targets that are crosscutting with other ministries/ other Districts/Development partners (JADF)?
6. What specific role did you play in the implementation of 2014/15 imihigo target?
7. What change would you suggest for Imihigo to drive the intended transformation in your sector?
8. In conclusion, would you like to make any further comments that my/our questions have not covered?

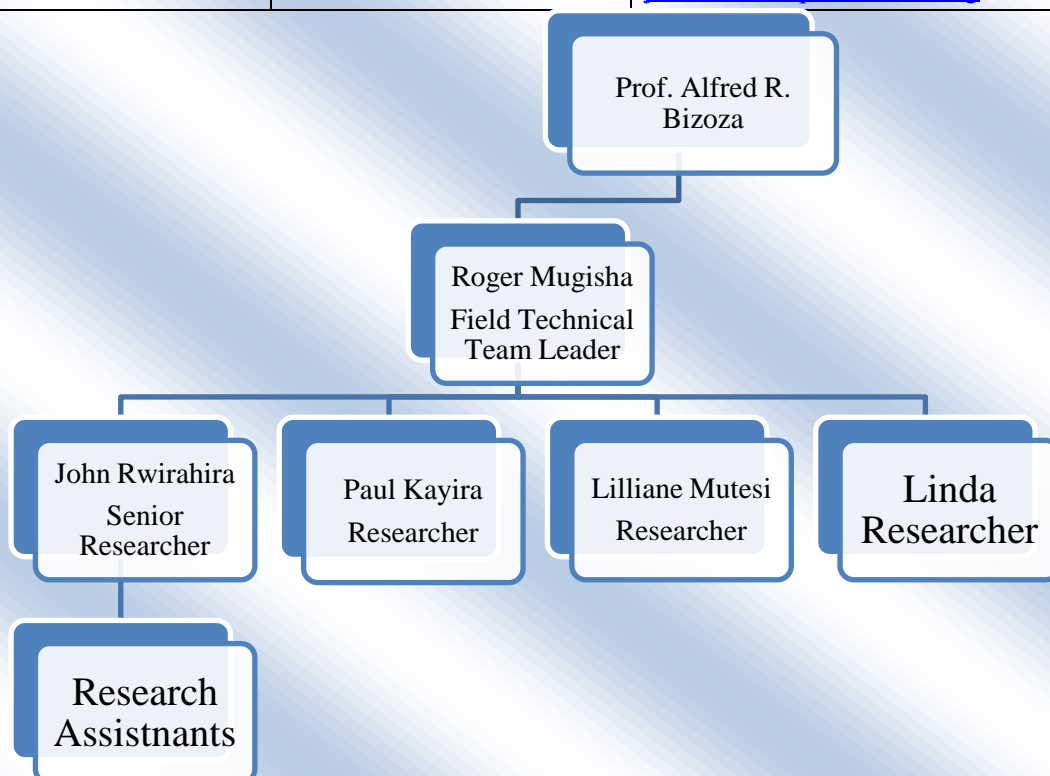
### 3. FGD Guide (3): Citizens or community members (beneficiaries)

- *Thank the villagers for their participation.*
  - *Explain the purpose of the FGD.*
  - *Note that the participants should feel free to raise their own relevant issues if they are not covered in the questions.*
  - *Explain that all information provided will be treated confidentially and anonymity will be respected.*
  - *Ask if you may proceed with the interview.*
- 
1. Do you know why this infrastructure is here? How is it important for your community?
  2. Are you aware of this year Imihigo (2014/15)
  3. Do these 2014/2015 Imihigo meet your priority? If No, if you were to choose, what do you think would be your priority?
  4. What has been your role in the implementation of 2014/15 Imihigo?
  5. What three things would most improve your lives?



## Annex 5. Structure of Project Management

Responsible Person		Email
Project Coordinator, Team Leader, and Liaison person at IPAR	Professor Alfred R. Bizoza	<a href="mailto:a.bizoza@ipar-rwanda.org">a.bizoza@ipar-rwanda.org</a>
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